Implementing The Life Line Concept: Report Of The Task Force On Long Term Offenders
February, 1998

Organization
Programs
Policy & Legislation
Public Education
Research
Publications
Partners
Career Information
International Forums
Links

Table of Contents

EXECUTIVE SUMMARY

- Summary of Recommendations

INTRODUCTION

TERMS OF REFERENCE AND APPROACH

PROFILE OF LONG TERM OFFENDERS

- Current Offender Population
- Offender Intake Assessment Information
- 1995 Inmate Survey
- Conclusions

LIFE LINE SERVICES

- Principles
- Link to Correctional Service of Canada Mission
- Link to National Parole Board Mission
- Link to Life Line National Resource Group Mission
- Services Currently Available
- Expansion Of Life Line Services
- Standards And Guidelines
- Resources for Implementation

MEANINGFUL SENTENCE PLANNING FOR LIFERS AND LONG TERM OFFENDERS

- Time-Framed Sentence Planning
- Role of Lifers and Long Term Offenders

RESEARCH ON SUCCESSFUL REINTEGRATION OF LIFERS AND LONG TERM OFFENDERS

PUBLIC EDUCATION STRATEGY

OTHER MATTERS

  Moving the Life Line Concept Forward
  Immediate Next Step

APPENDIX A - MODEL SCOPE OF WORK AND QUALIFICATIONS FOR IN-REACH WORKERS

APPENDIX B - IN-REACH WORKER ORIENTATION AND TRAINING

APPENDIX C - STANDARDS AND GUIDELINES

APPENDIX D - TASK FORCE TERMS OF REFERENCE

APPENDIX E - PROFILE OF LONG TERM OFFENDERS

TASK FORCE

Ken Peterson, Warden, Mission Institution (Pacific Region), Correctional Service of Canada

Linda McLaren, Director, Program Development and Implementation, Correctional Service of Canada,

Jim Murphy, Project Manager, Community Corrections, Correctional Service of Canada

Simonne Ferguson, Regional Director (Ontario Region), National Parole Board

René Durocher, In-Reach Worker, Stony Mountain Institution

Yvon Lacombe, Project Manager, Regional Headquarters, (Quebec Region), Correctional Service of Canada

Lou Drouillard, Community Representative, Windsor

Steering Committee

Ole Ingstrup, Commissioner, Correctional Service of Canada

Lucie McClung, Senior Deputy Commissioner, Correctional Service of Canada

Brendan Reynolds, Deputy Commissioner, Ontario Region, Correctional Service of Canada

Willie Gibbs, Chairman, National Parole Board

Edward Graham, Executive Director, St. Leonard's House, Windsor

John Braithwaite, Life Line National Resource Group

Wilton Goodstriker, Correctional Service of Canada Aboriginal Advisory Committee

Nancy Stableforth, Deputy Commissioner for Women, Correctional Service of Canada

Our thanks to Nadine Parker, Suzanne St-Jacques, Robert Simms, Francine Lortie, Martin Devenport, Sandi Miller, Tina Hattem, Kathy Louis, Esther McMullen, Dale Gavel, Don Cunningham, Ron Brooks, Norm Bourget, Moe Parsons, Russ Elliott, Brian Gough, Glenn Flett, Pegasus Lifers Organization (Stony Mountain Institution), Laura Degenhardt, Gaetan Lalande, Trudy Harris, Terrie Kaszonyi, Suzanne St-Georges-Trépanier, Christine Cloutier for their help in carrying out the work of the Task Force.

Note on terminology:

Throughout this report, when the terms "lifer", "life sentence" or "life-sentenced offender" are used, they mean all offenders serving life or indeterminate sentences, unless otherwise specified. "Long term offender" means offenders serving life or indeterminate sentences plus those serving determinate sentences of ten years or greater.

The word "tripartite" in this report means the three partners Correctional Service of Canada, National Parole Board and the Life Line National Resource Group.

© Correctional Service of Canada This web page was last modified on: 1999.10.22

© Correctional Service Canada

Correctional Service Canada Service correctionnel Canada

Canada

Table of Contents Next

EXECUTIVE SUMMARY

Organization
Programs
Policy & Legislation
Public Education
Research
Publications
Partners
Career Information
International Forums
Links

Summary of Recommendations

Commencing in the early 1980's, St. Leonard's House in Windsor began discussing improved and comprehensive methods to respond to the needs of offenders on life sentences. These efforts culminated in a 1990 report prepared in partnership with the Correctional Service of Canada, National Parole Board and non-governmental organizations and funded by the Donner Foundation. This report set out the Life Line Concept (In-Reach Workers, Community Resources, Public Education). The first In-Reach Worker in Canada began work in 1991. In 1991, Correctional Service of Canada adopted the report of the Task Force on Long Term Sentences. Its major recommendation was to adopt an overall strategy for managing long term sentences, defined as ten years or greater, developed according to four stages of the sentence: adaptation, integration, preparation for release, reintegration.

In 1992, a report was produced ("More Than a Matter of Time"), which outlined how the Life Line Concept could support implementation of most aspects of the 1991 Correctional Service Task Force Report. In 1996, the Correctional Service of Canada re-established the Life Line National Resource Group, a group made up of senior CSC and NPB officials and non-government partners, whose general mandate is to guide the development of programs aimed at assisting the offender to make more productive use of his or her time while in custody with a view to increasing the likelihood of timely release and safe reintegration to the community.

The work of the current Task Force advances implementation of key aspects of the 1991 and 1992 reports, with the major shift in emphasis of doing so in a partnership made up of the Correctional Service of Canada, the National Parole Board and the non-governmental proponents of the Life Line Concept. It is also intended to set out a framework for the adoption of the Life Line Concept by the Correctional Service of Canada and by the National Parole Board.

As directed in the terms of reference, the Task Force report contains a number of recommendations of substance where there is ready consensus. The report provides an overview or directional approach and identifies areas where further study, development, consideration and action is required. Since the support and agreement of a large number of stakeholders is required to expand the Life Line Concept, consultation should be the major priority immediately upon the completion of this Report.

The Task Force established a profile of the institutional and community population of offenders serving life sentences, indeterminate sentences and those serving determinate sentences of ten years or greater. There are 3800 life and indeterminate sentence offenders, 31% of whom are supervised in the community. Since the Fall of 1990, when statistics were collected for the completion of the report of the 1991 Task Force on Long Term Offenders, the population of life sentenced and indeterminate male offenders in federal institutions has increased by 26%. In 1990, this group made up 16% of the incarcerated male offender population. Today, that proportion is 18%. The Task Force recommends that comprehensive profiles of lifers and long term offenders be produced at least every three years.

An overview of existing In-Reach services was not possible to prepare, as the various workers collect statistics according to differing levels of detail and definitions of terms. Nine workers are providing services to lifers and long term offenders in four regions. Community resources dedicated exclusively to lifers are rare, with only one such residential centre in Canada. Nearly all Community Residential Centres will accept lifers, except those who may be bound by agreements with communities to refuse certain types of offenders, such rules are not based on sentence length but rather type of offence. While In-Reach services do not currently reach all incarcerated lifers, they are much more commonly available than are community services specifically designed for and dedicated to lifers.

In examining the feasibility of expanding Life Line services, the Task Force identified issues to be resolved. The first was the status of Life Line. It was agreed that trying to apply the term "program" to Life Line would be self-defeating, as this has come within the correctional community to have a very specific meaning related to dealing with factors or problems affecting offenders' criminal behaviour. However, the term "service" also has meaning for effective corrections, and the Task Force is recommending adoption of this designation.

A second issue was the target group. Life Line was originally targeted at those serving life sentences, however, offenders with indeterminate sentences, or those serving long determinate sentences, may share many of the same problems as lifers. The Task Force recommends that the target group include all those serving life sentences plus the approximately 260 offenders with indeterminate sentences. This target group should be reviewed after a period of experience with it to determine whether it should be changed or expanded.

The Task Force was specifically required to develop detailed standards for In-Reach Workers. A common scope of work, list of qualifications, ratio for Workers, and minimum compensation level are submitted. The Task Force also believes that contracts for In-Reach services should address the funds required for compensation, travel and administration, and should set out the parties' respective obligations for information-sharing and protection. The major responsibilities of In-Reach Workers would be working with the lifers in the institutions to make the most of their time, maintaining a team-work relationship with case management and participating in public education initiatives inside institutions and in the community.

Proposed standard qualifications would require In-Reach Workers to be lifers or long term offenders with integrity and credibility with the

Correctional Service of Canada, the National Parole Board, lifers and the community, and who have demonstrated the knowledge, skills and experience needed to deliver the responsibilities of the job. They must be eligible for enhanced reliability screening.

The In-Reach Workers consulted by the Task Force suggested that they could deal with a ratio of one Worker for every 125 lifers, since not all offenders will opt to use their services, and the intensity of services to individuals will fluctuate over time depending on their needs. This ratio does not define caseload, rather it will allow Correctional Service of Canada operational managers and contract providers to mutually determine the level of human resources required to deliver In-Reach services. It should be subject to periodic review to determine if it remains appropriate.

The proposed minimum compensation level is $38,000 for full-time work on an annual fee-for-service basis, and this includes the value of benefits. Specific benefits would depend on the employment policies of the contracting agencies, and any compensation levels above this minimum would be subject to local contract negotiations.

The Task Force was also asked to provide a draft approach to orientation and training for In-Reach Workers. A three part package (required reading, skills training and on-the-job orientation) was developed and should form the basis of consultations at various levels to determine the most effective ways to deliver the training.

In reviewing the expansion and consolidation of Life Line services, the Task Force was particularly concerned that the special needs of Aboriginal offenders and of women be addressed. For Aboriginal offenders, it recommends that consultations take place involving the Correctional Service of Canada, National Parole Board, liaison workers and their agencies, Aboriginal offenders, Elders and the CSC Aboriginal Advisory Committee to determine the best direction to meet the needs of Aboriginal lifers. The Task Force also feels that it is important on an ongoing basis to seek input from those with expertise on Aboriginal issues in managing the Life Line Concept.

To address the special needs of women, the Task Force recommends that the Deputy Commissioner for Women of the Correctional Service of Canada take the leadership role in consultations and other work leading to developing services for women lifers and long term offenders. The Task Force is also concerned that the ongoing elaboration of direction and policy applying to federal offenders in the Life Line Concept should address and reflect the special needs of women.

The Task Force developed draft standards and guidelines describing the three components of Life Line and how they could operate. It is recommended to use these drafts as the basis for extensive consultation within the Correctional Service of Canada and National Parole Board and among the agencies who are now, or may in the future be interested in, providing the services. In developing these standards and reviewing the progress to date in implementing the Life Line Concept, it became increasingly apparent to Task Force members that creating specialized, dedicated community residential facilities for lifers across the country is not a realistic goal. It therefore recommends that the community component of Life Line recognize that achieving safe, gradual and progressively independent release for lifers can be done using a variety of community residential and program resources in combination.

The Task Force looked at ways to achieve better sentence planning and make more constructive use of time for all incarcerated long term offenders or lifers. The concept of lifers and long term offenders participating in correctional careers offers a constructive alternative to allowing offenders to drift within the system for ten or fifteen years before they become the focus of real attention immediately prior to their release. These offenders can support and assist staff in the conduct of their correctional work while at the same time contributing significantly to their own personal growth. They should have the opportunity to acquire and practice the skills to contribute to society while incarcerated.

Correctional careers must be consistent with the offender's correctional plan and must directly and measurably contribute to the reduction of risk. The development of these careers should be done within the framework of the four sentence stages proposed in the 1991 report of the Task Force on Long Term Sentences. The Task Force recommends that the Correctional Service of Canada further operationalize the career concept, and that attention focus on, but not be limited to, the areas of: personal development programs, health care, inmate-operated businesses, services to community charitable or voluntary agencies, and Corcan.

The outline of a research project is provided in the Task Force report. It is intended to provide a view of the successful and the unsuccessful lifer and long term offender from three perspectives:

1) Demographic view, i.e. those things that cannot change (such as age, sex, race, etc.)

2) Sociological factors which might be influenced, such as mental health, employment skills, etc.

3) A picture will be provided of the offenders from their own perspective and an identification of the factors they believe were most significant in re-entry into the community.

This will also provide a view of the offender at three points in the sentence, i.e. entry to the federal system, at release, and several years later. Each of these perspectives should be analyzed in the final report to determine how the various sets of factors within each of them interact, and whether or not there are correlations. The most important results will be the identification of what makes the difference for the offender between success or failure in reintegration. The Task Force suggests that the research results can be of assistance in the areas of institutional programs and placement, release policies and community resources and programs.

The process proposed by the Task Force for the development of an overall public education strategy related to lifers and long term offenders has important characteristics. It will be a serious exercise in consultation, with a wide range of individuals and groups, to develop, approve and implement an effective public education plan. Thus, the overall goals, messages and timeframe have to be open to discussion and debate with potential partners, who must know that their concerns and views are being taken seriously in these discussions. To be effective, the strategy must be developed and implemented at all three levels - national, regional and local.

The central defining characteristic of the Life Line Concept is that it is based on an equal partnership among Correctional Service of Canada, National Parole Board and the non-governmental proponents of the Life Line Concept, this partnership being reflected in the role and in the composition of the Life Line National Resource Group. It is time for the National Resource Group role and mandate to be reviewed and updated. While it is clear not all the existing long term goals of the National Resource Group have been met, their magnitude, and the fact that expansion of Life Line services is becoming a reality, should lead to a review of the overall role and mandate of the Group. The Task Force therefore recommends an immediate review of the role and mandate of the National Resource Group.

Further expansion of any of the three components of the Life Line Concept requires building a large network of non-governmental organizations, nationally, regionally and locally. The Task Force recommends that the Life Line National Resource Group should:

- provide expertise on lifers, long term offenders and on special offender groups (at a minimum, women offenders and Aboriginal offenders);
- reflect the diversity of Canada and
- engage national non-governmental organizations involved in corrections.

Within the limited terms of reference and short time frame, the Task Force was aware that its work was not happening in a vacuum. Staff, offenders and managers in all parts of Correctional Service of Canada; staff and members of the National Parole Board and staff and managers of non-governmental organizations involved in the justice system are working on a daily basis with lifers and other long term offenders. Their knowledge, expertise, opinions and responses are what will determine how the Life Line Concept moves forward. Collectively, their contributions will also determine how effectively and completely the three components of the Concept will be implemented. The Task Force therefore believes that all of these people should have an early opportunity to see and provide feedback on this report. The Task Force recommends that the final report of the Task Force be widely shared within the Correctional Service of Canada and the National Parole Board and among non-governmental organizations active in the criminal justice system, as the first step in a broadly-based consultation effort to develop effective responses to the needs of lifers and long term offenders in prisons and in the community.

Summary of Recommendations:

1. It is recommended that detailed profiles of offenders serving ten years

or more, including life and indeterminate sentences, be produced on a regular basis, at a minimum every three years.

2. It is recommended that Life Line be recognized as a service to offenders as part of the overall strategy for working with long term offenders.

3. It is recommended that the initial target group for Life Line services be offenders who do not have a warrant expiry date.

4. It is recommended that once In-Reach services have been extended to this target group and some time has passed to gain experience and analyze the impact, as well as complete the research recommended in this report, this target group could be reviewed to consider adding offenders serving ten years or more.

5. It is recommended that the general responsibilities in the scope of work for In-Reach Workers be as follows:

> 1. Establish contact with newly sentenced or re-admitted lifers during the reception and initial placement stage of their sentence.
>
> 2. Actively encourage individual lifers to contribute to the management of their own sentences by informing them of the programs available, the case management process, and other appropriate resources in institutions and in the community; and by encouraging offenders' meaningful participation in conditional release programs for which they are eligible.
>
> 3. Maintain a regular interview and contact schedule with lifers and provide encouragement and advice throughout their sentences.
>
> 4. Maintain ongoing liaison with case management staff and keep up-to-date on Correctional Service of Canada and National Parole Board policies in order to assist in the co-ordination of the lifer's correctional plan, productive use of institutional time, preparation for release and reintegration into the community.
>
> 5. Assist lifers with preparation for legal hearings and, by mutual consent, attend or participate in such hearings.
>
> 6. Participate in education and awareness sessions for Correctional Service of Canada and National Parole Board staff and managers, community organizations and the general public.

6. It is recommended that the planning ratio of In-Reach Workers to offenders be set at 1:125. This ratio should be reviewed every three (3) years to ensure it remains realistic and feasible.

7. It is recommended that the qualifications for In-Reach Workers be as follows:

In-Reach Workers should:

- be lifers or long term offenders who have demonstrated successful reintegration by responsible, crime-free living in the community while on full parole for a minimum of five years;
- be accepted and recognized by the Correctional Service of Canada, National Parole Board, lifers, and the community as a responsible role model;
- demonstrate an understanding and appreciation of the needs of lifers and long term offenders during the incarceration and community phases of their sentences, as well as a knowledge of the correctional system;
- possess effective verbal and written communication skills;
- demonstrate the ability to work both independently and within a team;
- demonstrate the willingness to conform to the rules governing the operation of Correctional Service of Canada institutions, Escorted and Unescorted Temporary Absences and parole supervision; and
- be eligible for enhanced reliability security screening.

Training and/or experience in the field of social sciences, communications, or community development is advantageous but not a prerequisite.

8. It is recommended that the minimum level of compensation for an In-Reach Worker be set at $38,000 per year for a full-time worker.

9. It is recommended that there be an initial orientation period for new In-Reach Workers of up to six weeks in duration, and that Appendix B to this report be the basis for developing a common approach to orientation and ongoing training.

10. It is recommended that tripartite consultations take place involving Correctional Service of Canada, National Parole Board, liaison workers and their agencies, Aboriginal offenders, Elders and the CSC Aboriginal Advisory Committee to determine the best direction to take to meet the needs of Aboriginal lifers. This consultation would be most appropriately led by Correctional Service of Canada's Director General, Aboriginal Issues.

11. It is recommended that the Deputy Commissioner for Women of Correctional Service of Canada take the leadership role in tripartite consultations and other work leading to developing services for women lifers and long term offenders.

12. It is recommended that contracts for In-Reach services address funds required for compensation, travel and administration.

13. It is recommended that the implementation of the Community component of the Life Line Concept consider combinations of community resources that will ensure a process of gradual phased day parole leading to full parole.

14. It is recommended that the draft set of standards developed by the Task Force be used as a starting point for broad consultations among Correctional Service of Canada, National Parole Board and all non-governmental organizations who are or may be interested in providing services under the umbrella of the Life Line Concept.

15. It is recommended that the review process that measures compliance to standards allow for the following steps:

- service providers conduct a self-audit to determine if they meet the standards;
- service providers make adjustments according to their review;
- external reviews are conducted to measure compliance;
- regular contract compliance reviews be undertaken by service providers and contract managers.

16. It is recommended that Correctional Service of Canada develop standard operating practices to provide an operational reality f or the correctional career concept, and develop this within the sentence stages model accepted in 1991, examining in depth the following areas:

- personal development programs
- health care
- inmate-operated businesses
- services to community charitable or voluntary agencies
- Corcan.

17. It is recommended that research on factors affecting the reintegration of lifers and long term offenders be conducted using the Task Force's outline as part of the framework.

18. It is recommended that a public education strategy be developed jointly by the three partners in this Task Force, using the Task Force report as a starting point.

19. It is recommended that the role and mandate of the Life Line

National Resource Group be reviewed now.

20. It is recommended that the Life Line National Resource Group should:

- include expertise on lifers and long term offenders; and on specific offender groups, at a minimum on women and Aboriginal offenders;
- reflect the geographic, social, linguistic and cultural diversity of Canada; and
- engage national non-governmental organizations involved in corrections.

21. It is recommended that the final report of the Task Force be widely shared within Correctional Service of Canada and National Parole Board and among non-governmental organizations active in the criminal justice system, as the first step in a broadly-based consultation effort to develop effective correctional responses to the needs of lifers and long term offenders in prisons and in the community.

Top of page Table of Contents Next

| Executive Summary| Introduction | Terms of Reference and Approach |
| Profile of Long Term Offenders| Life Line Services |
| Meaningful Sentence Planning for Lifers and Long Term Offenders |
| Research on Successful Reintegration of Lifers and Long Term Offenders |
| Public Education Strategy| Other Matters |
| Appendix A - Model Scope of Work and Qualifications for In-Reach Workers |
| Appendix B - In-Reach Worker Orientation and Training |
| Appendix C - Standards and Guidelines |
| Appendix D - Task Force Terms of Reference |
| Appendix E - Profile of Long Term Offenders|

© Correctional Service of Canada This web page was last modified on: 1999.10.22

© Correctional Service Canada

Correctional Service Canada Service correctionnel Canada

Canada

Safety, Respect and Dignity for All

home | what's new | news releases | speeches | search | contact us | site map | français

Previous | Table of Contents | Next

INTRODUCTION

Organization
Programs
Policy & Legislation
Public Education
Research
Publications
Partners
Career Information
International Forums
Links

Commencing in the early 1980's, St. Leonard's House in Windsor began discussing improved and comprehensive methods to respond to the needs of offenders on life sentences. This effort culminated in a 1990 report prepared in partnership with the Correctional Service of Canada, National Parole Board and non-governmental organizations and funded by the Donner Foundation. This report set out the Life Line Concept. The first In-Reach Worker in Canada began work in 1991.

In 1991, Correctional Service of Canada adopted the report of its Task Force on Long Term Sentences. Its major recommendation was to adopt an overall strategy for managing long term sentences, defined as ten years or greater, developed according to four stages of the sentence:

1. **adaptation** - coming to grips with the reality of confinement;

2. **integration** to the prison environment - living within the context of that reality;

3. **preparation** for release - preparing for release in a progressive manner; and

4. **reintegration** into the community - assuring a coherent and continuous process leading to safe reintegration.

This model was accompanied by specific proposals to adapt all aspects of work with offenders to the special needs of lifers and long term offenders at each stage of the sentence. The report was accepted by Executive Committee and work commenced in the regions to implement it.

In 1992, a report was produced ("More Than a Matter of Time"), which outlined how the Life Line Concept could support implementation of most aspects of the 1991 Correctional Service of Canada Task Force Report. As a result of this report, it was agreed to hold consultations across Canada on the Life Line Concept, develop a five-bed residential facility in Windsor, and set up a resource centre for lifers.

In May, 1994, the Correctional Service of Canada Executive Committee adopted three principles to apply in working with long term offenders (defined as those serving sentences of ten years or more):

> "1. While long term offenders exhibit the same underlying causes of criminality as other offenders, they are, by virtue of length of

> sentence, a unique group requiring special approaches to the provision of programs and services.
>
> 2. The Intake Assessment and the Correctional Planning processes and the Program Planning Model are the most effective vehicles for addressing the needs of long term offenders. In implementing these strategies, we will apply the concept of the 4 stages applicable to long term offenders when developing plans to respond to the needs of this group.
>
> 3. Staff, volunteers and community correctional resources require an appropriate level of knowledge, understanding of and sensitivity to the appropriate approaches and programs to meet these needs."

In 1996, the Correctional Service of Canada re-established the Life Line National Resource Group, a group made up of senior CSC and NPB officials and non-government partners, whose general mandate is to guide the development of programs aimed at assisting the offender to make more productive use of his or her time while in custody with a view to increasing the likelihood of timely release and safe reintegration to the community.

There are some observations that can be drawn from this review of the recent past.

1. It is important not to re-do past work. The team that developed the 1991 report reviewed the many previous reports and the literature on long term offenders, and it synthesized this with the recent implementation of the Correctional Service of Canada Mission Document to produce a strategy adapted to modern corrections. The National Liaison Committee reviewed the issues and provided recommendations to Correctional Service of Canada in 1994. Expansion of In-Reach services outside Ontario occurred in part in response to the 1991 report. The current Task Force has reviewed the 1991 report and the 1992 report "More Than a Matter of Time", and in some cases has drawn from them.

2. The work of the current Task Force advances implementation of key aspects of the 1991 and 1992 reports, with the major shift in emphasis of doing so in partnership made up of the Correctional Service of Canada, the National Parole Board and the non-governmental proponents of the Life Line Concept. It is also intended to set out a framework for the adoption of the Life Line Concept by the Correctional Service of Canada and the National Parole Board.

Previous | Top of page | Table of Contents | Next

| Executive Summary| Introduction | Terms of Reference and Approach |
| Profile of Long Term Offenders| Life Line Services |
| Meaningful Sentence Planning for Lifers and Long Term Offenders |

| Research on Successful Reintegration of Lifers and Long Term Offenders |
| Public Education Strategy| Other Matters |
| Appendix A - Model Scope of Work and Qualifications for In-Reach Workers |
| Appendix B - In-Reach Worker Orientation and Training |
| Appendix C - Standards and Guidelines |
| Appendix D - Task Force Terms of Reference |
| Appendix E - Profile of Long Term Offenders|

© Correctional Service of Canada This web page was last modified on: 1999.10.22

© Correctional Service Canada

Correctional Service Canada Service correctionnel Canada

Canada

Previous | Table of Contents | Next

TERMS OF REFERENCE AND APPROACH

Organization
Programs
Policy & Legislation
Public Education
Research
Publications
Partners
Career Information
International Forums
Links

The specific tasks of the current study are as follows:

1. provide a profile of long term offenders currently under the supervision of CSC;

2. describe current Life Line services available to offenders under federal jurisdiction, and

   a) assess the capability of expanding the services;

   b) identify prerequisites for successful service delivery including: definition of the scope of work, qualifications, remuneration, orientation, training and ongoing development and integration within current operational regimes, etc;

3. develop a set of minimum Standards and Guidelines for Life Line-type programs, and propose an approach to conducting a review and evaluation of all such programs against these Standards and Guidelines;

4. develop a potential role for long term offenders both in penitentiaries and in the community including but not limited to involvement in programs, training, employment and community service;

5. develop:

   a) proposed approach to the early completion of a short term research study to identify key elements which contribute to the successful reintegration of long term offenders, and

   b) a strategy to incorporate the results of this study into the overall approach to the management of this group of offenders;

6. estimate the type and amount of resources required to carry out its recommendations, with particular attention to points 2 and 3;

7. propose an approach to the development of a cooperative communications strategy to create a more accurate appreciation of the required elements of a successful reintegration process;

8. examine any other matters that the Task Force determines should be addressed in terms of the management of long term offenders in order to ensure the highest levels of public safety consistent with the CCRA and the Missions of the Correctional Service of Canada and National Parole Board.

The full statement of the terms of reference is set out in Appendix D.

The Task Force carried out the above tasks with input from the Steering Committee. The Task Force reviewed recent developments since the 1991 Correctional Service of Canada report and the 1992 Life Line report, defined its method to respond to the terms of reference, and each member contributed to small sub-teams to complete specific tasks. It received the help of various Correctional Service Canada, National Parole Board and non-governmental organization staff who responded quickly to information requests from Task Force members. Consultation was limited to confirming the information that already existed on the various areas of the terms of reference, and seeking advice on key emergent issues the Task Force was considering, plus seeking through the In-Reach Workers additional information on the views of the lifers they serve. The Steering Committee and Task Force met on December 9, 1997 to review the progress to date and collaborate on the content of the final report. The Task Force held two face-to-face meetings in November and December, and two teleconferences in January, to develop and refine the report.

Previous | Top of page | Table of Contents | Next

| Executive Summary| Introduction | Terms of Reference and Approach |
| Profile of Long Term Offenders| Life Line Services |
| Meaningful Sentence Planning for Lifers and Long Term Offenders |
| Research on Successful Reintegration of Lifers and Long Term Offenders |
| Public Education Strategy| Other Matters |
| Appendix A - Model Scope of Work and Qualifications for In-Reach Workers |
| Appendix B - In-Reach Worker Orientation and Training |
| Appendix C - Standards and Guidelines |
| Appendix D - Task Force Terms of Reference |
| Appendix E - Profile of Long Term Offenders|

© Correctional Service of Canada This web page was last modified on: 1999.10.22

© Correctional Service Canada

Correctional Service Canada Service correctionnel Canada

Canada

PROFILE OF LONG TERM OFFENDERS

Current Offender Population
Offender Intake Assessment Information
1995 Inmate Survey
Conclusions

Organization
Programs
Policy & Legislation
Public Education
Research
Publications
Partners
Career Information
International Forums
Links

Current Offender Population

🡅

The Task Force created a database on all federal offenders serving sentences of ten years or greater. This enabled us to produce the information in this report, but it is also rich enough in data to allow for more sophisticated analysis in the future, and should lead to the regular downloading of data to provide comparisons over time.

There are currently 6825 men and 179 women serving sentences of ten years or more. Tables 1and 2 show the total of offenders by category and the percentage of offenders in the community.

Table 1

Male Long Term Offenders
as of December 3, 1997

Category	Institution	Community	Total	% in Community
Lifers	2338	1104	3442	32
Indeterminate	217	39	256	15
Sub-Total	2555	1143	3698	31
Determinate - 10 years +	2152	975	3127	31
TOTAL	4707	2118	6825	31

Table 2

Female Long Term Offenders
as of December 3, 1997

Category	Institution	Community	Total	% in Community
Lifers	68	54	122	44
Indeterminate	1	-	1	0
Sub-Total	69	54	123	44
Determinate - 10 years +	26	30	56	54
TOTAL	95	84	179	47

Appendix E contains detailed charts showing the distribution of the three categories of long term offenders by region, and comparing Aboriginal to non-Aboriginal populations.

Total Population of Long Term Offenders:

- The 179 women make up 23% of the population of women offenders in the federal jurisdiction. The regional proportions of the total population of women offenders are as follows: Atlantic: 12%, Quebec: 26%, Ontario: 26%, Prairies: 13%, Pacific: 38%.
- On a national level, Aboriginal women make up 12% of the group of long term offenders. The proportions of Aboriginal women within each region are as follows: Atlantic: 11%, Quebec: 2%, Ontario: 10%, Prairies: 35%, Pacific: 11%.
- The 6825 men make up 30% of the total population of male offenders in the federal jurisdiction. The regional proportions of the total population of men are as follows: Atlantic: 21%, Quebec: 35%, Ontario: 32%, Prairies: 19%, Pacific: 43%.
- Aboriginal men make up 10% of this population. The proportions of Aboriginal men within each region are as follows: Atlantic: 5%, Quebec: 3%, Ontario: 4%, Prairies: 31%, Pacific: 14%.

Offenders Serving Life Sentences:

- There is a total of 122 women and 3442 men serving life sentences.
- Nationally, 16% of the total population of women offenders is serving life. The regional proportions of life sentenced women are as follows: Atlantic: 9%, Quebec: 15%, Ontario: 18%, Prairies: 9%, Pacific: 30%.
- At the national level, 15% of all male offenders are serving life. The regional proportions of life sentenced men are as follows: Atlantic: 12%, Quebec: 15%, Ontario: 17%, Prairies: 10%, Pacific: 24%.
- Aboriginal offenders make up 13% of the women, and 11% of the men, serving life sentences.

Offenders Serving Determinate Sentences of Ten Years or Greater:

- There are 3127 men and 56 women serving determinate sentences of ten years or greater.
- The men serving determinate sentences make up 14% of the total federal male population. This proportion for each region is as follows: Atlantic: 9%, Quebec: 20%, Ontario: 13%, Prairies: 8%, Pacific: 17%.
- The women serving determinate sentences make up 7% of the total female population, and their proportion of the total population by region is as follows: Atlantic: 3%, Quebec: 12%, Ontario: 8%, Prairies: 4%, Pacific: 8%.
- Aboriginal men make up 8% of the federal population serving determinate sentences at the national level, while Aboriginal women make up 9% of the female population serving determinate sentences.

Offenders Serving Indeterminate Sentences:

- This group includes offenders classed as dangerous offenders, habitual criminals, dangerous sex offenders and those held under Lieutenant Governors' Warrants and preventive detention orders. Dangerous offenders make up the vast majority of the group.
- In total, there are 256 men and one women. The number of men by region is as follows: Atlantic: 16, Quebec: 18, Ontario: 100, Prairies: 39, Pacific: 83.
- Twelve per cent of this group is Aboriginal.

Community Supervision

- Altogether, 1158 offenders serving a life sentence, of whom 54 are women and 1104 are men, are supervised in the community. Nine per cent of the community group are Aboriginal.
- Life sentenced offenders make up 13% of the total federal population in the community.
- Only 30 women serving a determinate sentence of ten years or greater are in the community, one of these women is Aboriginal.
- Of the total women in the long term offender group supervised in the community, nearly two-thirds are serving a life sentence.
- The 975 men on supervision with a determinate sentence make up 46% of the long term offender group in the community. Nationally, 4% of the men serving determinate sentences under supervision in the community are Aboriginal.
- Only 39 men serving an indeterminate sentence are in the

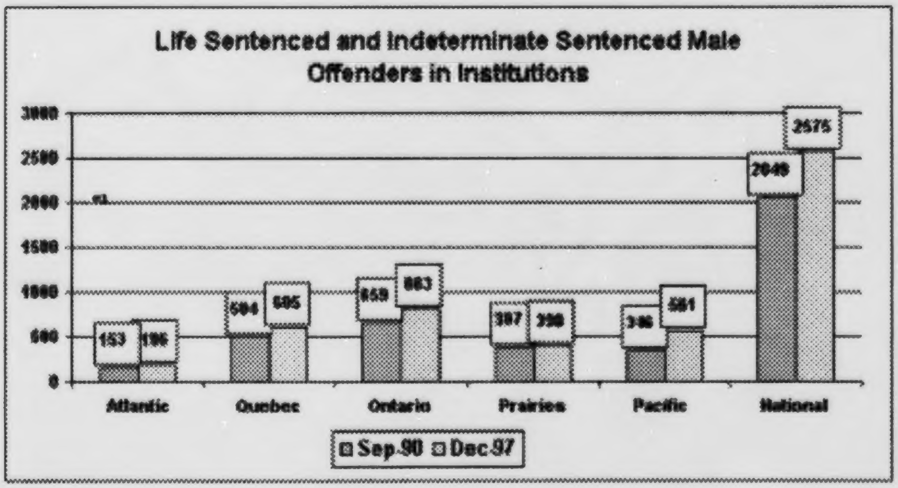
community. The woman serving an indeterminate sentence is still incarcerated.

Institutional Population

- 68 women lifers are in federal institutions. Sixteen per cent of the incarcerated women lifers are Aboriginal.
- Of the over 2300 male lifers in institutions, 12% are Aboriginal.
- Less then 30 women serving determinate sentences of ten years or more are incarcerated. Fifteen per cent of these women are Aboriginal.
- There are over 2100 men serving determinate sentences of ten years or more in institutions. Of these, 10% are Aboriginal.
- Of the nearly 220 men serving indeterminate sentences in institutions, 14% are Aboriginal.

Charts showing the distribution of these groups by institutional security level are also included in Appendix E.

Since the Fall of 1990, when statistics were collected for the completion of the report of the 1991 Task Force on Long Term Offenders, the population of life sentenced and indeterminate male offenders in federal institutions has increased by 26%. In 1990, this group made up 16% of the incarcerated male offender population. Today, this proportion is 18%.



Offender Intake Assessment Information

Analysis of a the Offender Intake Assessment data collected on a group of over 400 life sentenced offenders admitted to Correctional Service of Canada from 1994 to 1996 provides information on criminal risk and criminogenic need areas[1]. This group of offenders includes new admissions to the federal system as well as offenders who were re-admitted through revocation of parole.

	%
Previous youth or provincial court charges	77
Provincial incarceration	54
Previous federal incarceration	29
Escape during a previous incarceration	16
Disciplinary segregation during a previous sentence	25

The key problem areas for lifers were more likely to be the family/marital needs domain and the personal/emotional orientation area. Nearly 80% of lifers had completed Grade 8, but two-thirds of them had no high school diploma and three-fifths were unemployed at the time of the offence. Over two-thirds had an unstable job history.

Substance abuse interferes with most parts of the lives of these lifers, half of them reported that their drinking had resulted in law violations, and over 60% said it affected their health. Such problems were less common for lifers regarding drug use.

Although 75% of the lifers had been married or in common-law relationships in the past, 72% were single at the time of admission. Only about four in ten of the lifers had parenting responsibilities.

An analysis was also conducted to determine differences between male and female lifers. Women were much more likely than men to have had little or no previous experience with the justice system. The proportion of men with previous provincial time was 55%, for women, 22%. Previous federal time for men was 30%, and for women, 11%. On the needs indicators, women were more likely to:

- have no employment history;

- have had poor sibling relations as a child;

- have experienced communication problems in relationships;

- be a victim of spousal abuse;

- have problematic family ties.

Men were more likely than women to:

- have been laid off from work, or fired from a job;

- have many criminal acquaintances;

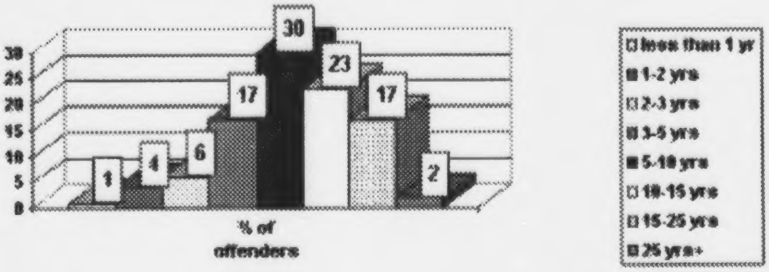
- exhibit cognition problems;

- express negative attitudes to police and property.

1995 Inmate Survey

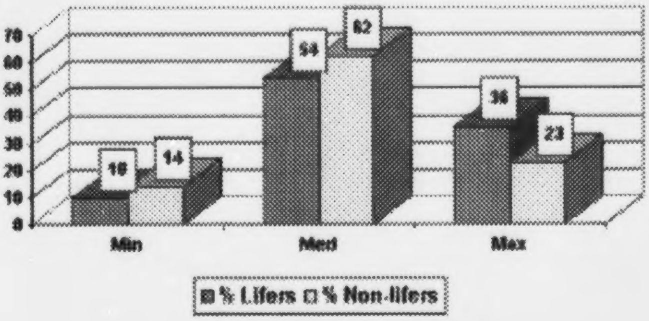
An analysis of lifers responding to this survey provides some interesting additions to the overall portrait of lifers currently in federal institutions. Approximately 850 offenders serving life or indeterminate sentences responded to the survey, accounting for 20% of the offenders in the survey.

Years Already Served in Sentence

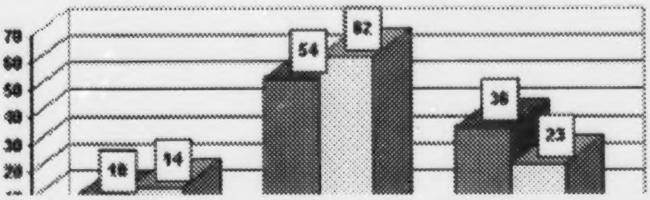


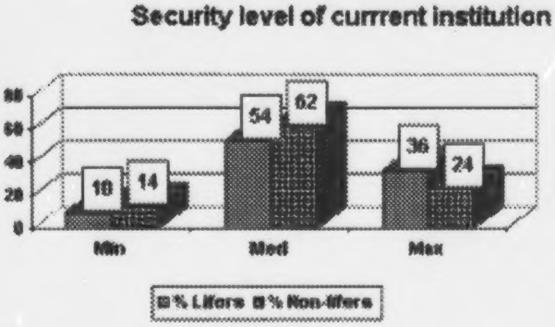
The average age of the lifers was just under 38 years. Lifers had slightly more education than their non-lifer counterparts. Eighteen percent of lifers had less than Grade 8, compared to 21% of non-lifers.

Security Level of Current Institution



Security Level of Current Institution





What follows covers answers inmates gave to some questions about experience during the current sentence, comparing lifers and non-lifers. A more complete list is in Appendix E.

- 18% of lifers said they had been charged with a disciplinary offence in the last 6 months, compared to 21% of non-lifers.
- 53% of lifers said they had complained to the Correctional Investigator, while 34% of non-lifers had done so.
- 81% of lifers said they had received at least one visit while at their current institution, compared to 70% of non-lifers.
- 65% of lifers, and 63% of non-lifers, said they were currently waiting for a program identified in their correctional plan.
- Inmates were asked to indicate if their longest waiting period for a program was more than one year, 48% of lifers said yes, while only 29% of non-lifers had to wait this long.

Conclusions

There were a large number of more qualitative data which the Task Force wished to include in this profile, but this was not possible due to lack of time. This includes the offenders' social or criminal background, program needs, employment background, and institutional adjustment. Much of this will be reflected in the research project discussed later in this report, and some of it can be produced in future offender profiles.

It is recommended that detailed profiles of offenders serving ten years or more, including life and indeterminate sentences, be produced on a regular basis, at a minimum every three years.

---

1 Motiuk, L. and Nafekh, M., "Characteristics of Life Sentenced Offenders in Federal Institutions", Ottawa: Correctional Service of Canada, January, 1997

Previous Top of page Table of Contents Next

| Executive Summary| Introduction | Terms of Reference and Approach |
| Profile of Long Term Offenders| Life Line Services |
| Meaningful Sentence Planning for Lifers and Long Term Offenders |
| Research on Successful Reintegration of Lifers and Long Term Offenders |
| Public Education Strategy| Other Matters |
| Appendix A - Model Scope of Work and Qualifications for In-Reach Workers |
| Appendix B - In-Reach Worker Orientation and Training |
| Appendix C - Standards and Guidelines |
| Appendix D - Task Force Terms of Reference |
| Appendix E - Profile of Long Term Offenders|

© Correctional Service of Canada This web page was last modified on: 1999.10.22

© Correctional Service Canada

Correctional Service Canada Service correctionnel Canada

Canada

Safety, Respect and Dignity for All

home | what's new | news releases | speeches | search | contact us | site map | français

Previous | Table of Contents | Next

LIFE LINE SERVICES

Organization
Programs
Policy & Legislation
Public Education
Research
Publications
Partners
Career Information
International Forums
Links

Principles
Link to Correctional Service of Canada Mission
Link to National Parole Board Mission
Link to Life Line National Resource Group Mission
Services Currently Available
Expansion Of Life Line Services
Standards And Guidelines
Resources for Implementation

Principles

The Task Force found that the following principles apply in examining Life Line services:

- Persons with life sentences have unique characteristics by virtue of their sentence which call for a specialized approach in sentence management, productive use of their time, interpersonal intervention and services.
- The partnership among the Correctional Service of Canada, the National Parole Board and Life Line National Resource Group is the foundation of the Life Line Concept.
- The Life Line Concept consists of three components: In-Reach, Community Resources, Public Education.
- Many of the services within components of the Life Line Concept are applicable to other long term offenders.
- The components of the Life Line Concept are rooted in community-based, non-profit organizations.
- Lifers and long term prisoners, when they have demonstrated a history of successful reintegration into the community themselves, are effective interveners.
- There is commitment to the continuous building of the relevant body of knowledge through learning and research of "what works".
- The success of the In-Reach and Community Resources components is dependent on effective implementation of the Public Education component, based on a strategy of building awareness and support throughout the government and community

services, the community-at-large and the media, on the basis of "what works".

- There should be consistency in the services delivered to all offenders and equity in the treatment of personnel delivering those services.
- Offenders may choose to receive Life Line services, but they are not obligated to do so.

Link to Correctional Service of Canada Mission

> The Correctional Service of Canada, as part of the criminal justice system and respecting the rule of law, contributes to the protection of society by actively encouraging and assisting offenders to become law-abiding citizens, while exercising reasonable, safe, secure and humane control.

It should be noted that law-abiding behaviour is expected of offenders, whether or not they are released to the community, and, while community reintegration is an important goal for all offenders, the Mission also applies in the situation where an offender is unlikely to be released. Life Line services relate to the following core values and strategic objectives of the Correctional Service of Canada Mission Document:

Core Value 1: We respect the dignity of individuals, the rights of all members of society, and the potential for human growth and development.

> 1.6 To provide opportunities for offenders to contribute to the well-being of the community.
>
> 1.7 To respect the social, cultural and religious differences of individual offenders.

Core Value 2: We recognize that the offender has the potential to live as a law-abiding citizen.

> 2.2 To ensure that the special needs of female and native offenders are addressed properly.
>
> 2.4 To ensure that offenders are productively occupied and have access to a variety of work and educational opportunities to meet their needs for growth and personal development.
>
> 2.12 To mobilize community resources to ensure that offenders, upon release, are provided with support and assistance.

Core Value 3: We believe that our strength and our major resource in achieving our objectives is our staff and that human relationships are the cornerstone of our endeavour.

Core Value 4: We believe that the sharing of ideas, knowledge, values and experience, nationally and internationally, is essential to the achievement of our Mission.

> 4.5 To encourage and support research and evaluation which will contribute to the continued development of our knowledge and information base.

Core Value 5: We believe in managing the Service with openness and integrity and we are accountable to the Solicitor General.

> 5.3 To be partners with agencies within the Ministry in the development of common and consistent policies, and plans for the management of offenders.
>
> 5.4 To foster good relationships with other components of the criminal justice system, including police, and to ensure they are consulted in the development of key policies.

Link to National Parole Board Mission

> The National Parole Board, as part of the criminal justice system, makes independent, quality conditional release and pardon decisions. The Board contributes to the protection of society by facilitating, as appropriate, the timely integration of offenders as law-abiding citizens.

Life Line services relate to the following core values and strategic objectives.

Core Value 1: We contribute to the attainment of a just, peaceful and safe society.

> To promote the safe integration of every offender who is conditionally released by imposing necessary release conditions and by responding, as appropriate, to significant changes in risk.
>
> To work in collaboration with the Correctional Service of Canada and others in identifying better ways to attain shared goals of preventing crime and protecting society."

Core Value 2: We respect the inherent potential and dignity of all individuals and the equal rights of all members of society.

> To ensure the rights of each individual involved in the conditional release process are protected.
>
> To ensure that each person is treated in a manner that recognizes and responds to individual needs and characteristics.

Core Value 3: We believe the contribution of qualified and motivated individuals is essential to promoting the achievement of the Parole Board's Mission.

> To develop and maintain opportunities with the Correctional Service of Canada and others, to exchange information and ideas that will contribute to the establishment of improved practices and shared values.

Link to Life Line National Resource Group Mission

> To provide, through both the In-Reach and the residential component, an opportunity to motivate inmates and to marshal resources to achieve successful, supervised, gradual reintegration into the community.

Services Currently Available

1. In-Reach Services

Following the September, 1997 meeting of In-Reach Workers, reports on activities for the previous year were provided, which give an overview of services and activities currently available in the regions.

Atlantic:

Genesis Society has two In-Reach Workers, based in Halifax. They are visiting all institutions in the region on a monthly basis, and conducted 751 interviews with offenders in the past year. Fifty-three meetings were held with Correctional Service of Canada staff, and they attended 43 meetings of lifers' groups. In the community, they participated in 157 meetings, interviewed 12 people and held consultations with 377 persons.

Quebec:

The region will have its first In-Reach Worker by March 31, 1998, and services will be phased in over the next year, beginning with minimum security institutions. A second worker will be hired in the new fiscal year.

Ontario:

Life Line has two workers, one of whom is the senior In-Reach Worker, and both are based in Kingston. Over the last year, they provided services at nine institutions to 501 long term offenders, 453 of whom are lifers. They assisted or participated in 26 transfers, 31 case conferences, the development of 69 correctional plans, one judicial review and 31 National Parole Board hearings. They participated in 5 public education events. Services are provided to families, but they do not currently collect statistics on this.

Prairies:

Stony Mountain and Rockwood are served by one In-Reach Worker, who dealt with 106 lifers and 13 long term offenders in the last year. He attended 27 case conferences, 9 National Parole Board hearings, two judicial reviews; and conducted 923 interviews with offenders. In the community, there were 58 speaking engagements, two radio talk shows and one television interview. He assisted 26 families of lifers.

In Alberta, the Lifers Transition Team began operations on April 1, 1997 and has two workers, one serving as coordinator. They are based in Calgary and serve all institutions in the province, with the primary focus in the first year of operation on the south. There were 327 interviews, 12 lifers group meetings, 15 presentations to Correctional Service of Canada staff, 8 National Parole Board hearings and 12 case conferences.

Pacific:

LINC (Long Term Offenders now in the Community), based in Abbotsford, has two workers, serving 338 long term offenders, 138 of whom are lifers, in 8 institutions (including Burnaby Correctional Centre for Women). In the last year, they attended 53 National Parole Board hearings, and assisted with at least 32 transfers, and 50 case conferences or correctional plan development. There were 5 public education events.

Summary:

A national summary of services available to offenders, as well as an understanding of the nature of those services, cannot be easily achieved because the reports of In-Reach Workers did not use the same approach or definitions in compiling work statistics. This in turn stems from differences in the specific deliverables in the various contracts related to the scope of work and reporting.

Consistency is most important at the operational level, where local Correctional Service of Canada contract managers, In-Reach Workers and their agencies need a clear quantitative picture of what services are being provided. With consistency in the basic deliverables and scope of work, statistics would have a direct relationship to the work, while rolling them up would give a more useful assessment of the operations and effectiveness of In-Reach services, locally, regionally and nationally. The following table represents an ideal summary of services, and can only be completed to the extent that current information allows.

SUMMARY OF CURRENT IN-REACH SERVICES

	ATLANTIC	QUEBEC =	ONTARIO	PRAIRIES	PACIFIC	NATIONAL
Institutions *	4	12	13	11	9 @	49
Life Inmates *	187	607	736	369	506	2406
Other L-Ters *	152	787	556	344	339	2178
Lifers Served	?		453	?	138	
L-Ters Served	?		48	?	200	
I-R Workers	2		2	3	2	9
Interviews	751		?	1250	?	
Case Conf's	?		31	39	50	
Corr'l Plans	?		69	?	32	
Lifers' Groups	43		?	?	?	
Meet w/ Staff	53		?	?	?	
Judicial Review	?		1	?	?	
NPB Hearing	?		31	17	53	
Public Educ'n	12		5	?	5	
Comm'y Rel'ns	157		10	?	?	
Family Contact	?		?	?	?	

* - Total number in region, excluding CCCs - figures for offenders are those men and women incarcerated as of December 3, 1997.

= - Services to commence in 1998-99

@ - Includes Burnaby Correctional Centre for Women

? - data either not reported, or not reported consistently within a region

2. Community Programs And Services

There are few community-based residential facilities that do not accept lifers or long term offenders as clients. A limited number of Community Residential Centres may, because of agreements with the community in which they are located, limit the type of offenders accepted to specific types related to offence (e.g. sex offenders or "violent" offenders could not be accepted). In terms of length of stay, few CRFs limit the stay, except for those where the specific program is time-limited, after which extension of stay would have no added value.

Two of the In-Reach contracts (LINC and Lifers Transition Team) require community-based support networks to be established by the agencies. In addition, the basic service of In-Reach usually includes referral to community services and programs or to CRFs.

The only community-based service that operates specifically according to the Life Line Concept is the centre operated by St. Leonard's House in Windsor. Since 1993, its Community Admissions Committee had reviewed 41 files by September 1997, accepting 27, deferring 9, rejecting 5. Of those accepted, 17 had actually been released to the House, 7 of whom were on day parole between 18 and 30 months prior to full parole eligibility date. The Life Line Residential Centre in Windsor had 8 residents in September. In 1996-97, 8 referrals were reviewed and 7 offenders were accepted. There have been six graduates (four to full parole on their eligibility dates and two who were already on full parole when accepted). It is receiving a growing number of referrals of non-life-sentenced long term offenders.

A key general observation about community-based services is that the community population usually is widely dispersed. The number of offenders of any sentence length going to most communities, and who need the same kind of programs and residential services at the same time, is extremely limited. This makes the development of specialized services that require large target groups to operate nearly impossible. Programs and services that are flexible enough to meet the immediate needs of a variety of offenders, or community-based programming strategies that use the available resources to their best advantage, are potentially more useful. It is difficult to envision the probability of total residences or parts of a large number of other residences dedicated exclusively to lifers; rather, the creative use of traditional community resources is more likely in most instances.

3. Public Education

In-Reach

All In-Reach Workers participate in community public education events. Some of these opportunities are generated by In-Reach Workers or their agencies actively seeking contacts with various community agencies, and/or by the fact that as the In-Reach Workers' expertise on the issues become known, more invitations are generated. National attention was also generated in 1997 through a Man Alive documentary involving the assistance of Genesis Society, first aired on CBC in January, 1997 and re-broadcast several times throughout the year.

The specific issue that has required or involved Life Line and/or In-Reach Workers this year has been the judicial review provisions of s. 745 of the Criminal Code. Local and national news outlets have received the help of In-Reach Workers to provide background and context to the issues.

In-Reach Workers spend varying amounts of their time in giving speeches, presentations, media interviews and so on. This will contribute in general to a better appreciation of the needs of lifers over time. However, this is not meant to demonstrate that there is a public education strategy in place. Since a strategy by definition requires at least the tasks of planning, goal-setting, targeting audiences, defining messages, building partnerships, measurement of progress, etc., it is unrealistic to expect In-Reach Workers (or anyone) to do this alone. They can contribute considerably because they put a human face on the issue by their presence in the community. However, if it was their responsibility to develop and maintain a public education strategy, the time and effort required to do this would take away from their ability to work with lifers and other long term offenders.

Life Line Residential Centre, Windsor

Service to the community is an important aspect of the Individual Plan of Care of all Life Line residents. These activities allow for the residents to feel they are giving something back to the community. It helps them to find constructive activities at which they are good, and therefore helps them to learn to feel positive about themselves. On the receiving side of this service, these interactions with community members help to put a human face to offenders, to interact with the offenders on a more personal basis, to gain more understanding of the issues, to express anger and fear, or their support, in a safe environment - in the final analysis, to become more informed and therefore less fearful.

Most residents express a desire to work with young offenders and/or youth at risk and have organized social activities, clean up projects, and speaking engagements with certain populations of youth. They also: help to raise funds for the AIDS Committee of Windsor and the Alzheimer's Association; donate clothes, toys, food and other essentials to families at Christmas; accept numerous speaking engagements at schools, the university and college, and community organizations; coach team activities at the local YMCA; visit local nursing homes; volunteer with other community agencies; join in The Downtown Mission's Christmas dinner to the homeless and volunteer at the Special Olympics.

The Centre also publishes an inside/outside newsletter quarterly: "Life & Times", which is edited by a lifer resident. Articles are solicited primarily from the residents and inmate lifers, and also the Volunteer Coordinator and the volunteers. Some 400 copies are distributed to the residents, staff and volunteers at the House, interested members in the community, all lifers' groups and institutions in the Ontario Region and all lifers in correspondence with the Life Line Residence. The library also includes a number of video presentations on the subject at hand, including that made by Correctional Service Canada in 1992, which is still relevant today.

In November 1997, St. Leonard's House-Windsor gave some national exposure to Life Line through the Ken Bolton Symposium. Included in the Symposium were:

- the Commissioner of Corrections as keynote speaker;
- the Chair of the Life Line National Resource Group as the guest speaker at the 35th Anniversary Banquet, reminding of his

challenge re: the lifer population at the new building's official opening in 1982, and his keynote address on the community opposition to the Life Line residence proposal in 1992;

- a resident lifer being a presenter in one of the main sessions, which was Moderated by an In-Reach Worker (René Durocher);
- the same resident lifer, Ron DeRoches, receiving the St. Leonard's' Society of Canada's Libby Award during the Banquet for his college education;
- a lifer/ In-Reach Worker (Brian Gough) being a presenter in the All Saints' Church Forum on the Role of the Faith Community in Restorative Justice.

Expansion Of Life Line Services

Feasibility

The feasibility of expanding Life Line services depends on serious attention to a number of factors or issues.

1. The status of Life Line as a correctional service must be clarified.

In examining the current services and developing standards for these services, it became readily apparent to the Task Force that Life Line is a service to offenders. As such, to be solidly founded in what is commonly understood to be "good corrections", there are a number of critical elements which should define the service clearly. These are:

- a defined target group;
- overall objectives and objectives for individual offenders;
- the development of law-abiding behaviour by offenders as the major goal;
- standards for quality and level of service;
- ways to monitor standards compliance; and
- evaluation of results.

It is recommended that Life Line be recognized as a service to offenders as part of the overall strategy for working with long term offenders.

2. The question of target group must be resolved. Most In-Reach service providers target mainly life sentenced offenders, and they recently agreed to add offenders with indeterminate sentences. Others target the larger group of long term offenders. Correctional Service of

Canada's 1991 Task Force spoke to a target group of all offenders serving sentences of ten (10) years or longer.

There are good reasons for each of these approaches. However, when moving from general policies to specific operations, the definition becomes more than an academic question. It makes a difference not only in the numbers to be served, but also in the identification of the programs and services required. The key to resolution of this issue may be to focus on the group of offenders who will have the most difficulty adapting to long periods of incarceration and in obtaining and maintaining successful reintegration. It is recognized that life sentenced and long term offenders have similar needs, but together they form a very large group (nearly 4600 in federal institutions). The Task Force therefore considers it useful to start with a target group of more manageable size consisting of life and indeterminate sentenced offenders and after gaining experience in working with this group, consider adding more offenders.

It is recommended that the initial target group for Life Line services be offenders who do not have a warrant expiry date.

It is recommended that once In-Reach services have been extended to this target group and some time has passed to gain experience and analyze the impact, as well as complete the research recommended in this report, this target group could be reviewed to consider adding offenders serving ten years or more.

3. There is a need to consolidate and organize In-Reach services. In-Reach must be placed on a solid footing as a client-based operational service, with consistent objectives, activities and reporting. At present, eight In-Reach Workers, with two more soon to be added, could be expected to meet the broad range of needs of over 2400 lifers in federal institutions. To meet this challenge, the existing service requires the policy framework provided by standards and guidelines that will define much more clearly the real job to be done, both for those already involved in the service, as well as for those who are considering offering it in the future. This is addressed in the standards and guidelines proposed in this report.

4. The support of staff and managers throughout the correctional system is essential to the success of any endeavour. This applies to staff within Correctional Service of Canada, staff and members of the National Parole Board as well as to those working in non-governmental agencies. The Task Force must also emphasize that such support does not develop through statements in reports, or through orders from senior management, but rather through demonstrated need for the new idea, and through ensuring it provides staff and managers' with options for dealing with offenders that they need, and that make sense to them. As well, clear indication of line management support at all levels for new initiatives allows the chance to gain credibility among line staff. This can be as simple a gesture as the Warden or other line managers introducing a new In-Reach Worker around the institution.

5. The support and involvement of a broad range of national and local community-based correctional agencies must be obtained. This will be of importance to expand and sustain expansion of the Life Line Concept. Many of these agencies are already involved in serving lifers and long term offenders, even if they do not "specialize" in dealing with the specific needs of this group. Many of them also are the source of advice and service to meet the special needs of certain offender groups (e.g. women, Aboriginal offenders, ethno-cultural groups), and they should be given the opportunity to demonstrate they can adjust to the particular needs of lifers and long term offenders within these groups. Finally, there are few individual agencies that have operations in each and every community where federal offenders may be released, therefore, the network of agencies involved in Life Line must be as broad as possible to ensure the reintegration of lifers and long term offenders can be supported in all regions of Canada.

6. There is a need to expand the community resources for lifers and long term offenders, especially during the initial part of their release. The Task Force has not focused on this area to any significant extent, as much more consultative study is required, particularly within Correctional Service of Canada's community corrections operations. There may be a need for more financial assistance if an offender is unable to gain employment during the first six (6) months or so after release - financial desperation should not be allowed to become a factor precipitating an offender's return to much more costly incarceration. In this same vein, the provision of training and/or employment opportunities also needs to be addressed.

7. Public education would be improved by better identification of what issues will become important and when, and by attracting a wide range of partners representing the various interests within (and "outside") the criminal justice system. The ability to predict in advance when possible difficulties would be likely to arise, and to identify the most common areas of concern needs improvement in order to time-frame contacts and to facilitate the delivery of appropriate programming needs. This knowledge needs to include the experiences of lifers and long term offenders in different residential settings, as well as those from different ethnic and cultural groups. This effort promises to add to our knowledge base of "what works". Examples of a wide range of partners would include victim advocacy organizations, restorative justice organizations or initiatives, the faith community, Citizens Advisory Committees, the Canadian Federation of Municipalities, and so on. There is a need for the development of specific resources such as pamphlets/brochures and other printed materials, speakers pools, the use of audio-visual resources, and the production of public service announcements, among other needs. Further study should be given to these related needs and the costs in the development of the communications strategy.

Prerequisites For Successful Delivery

1. In-Reach

a) Scope of Work

The purpose of In-Reach work is to "reach-in" to institutions under the sponsorship of an established non-profit community based correctional agency in order to provide prisoners with hope, sensitivity, and continuity throughout lengthy prison sentences. With the objective of contributing to the successful reintegration of long term and life sentenced offenders, the In-Reach Worker, who ideally will be a successful lifer or long term offender, will contact, motivate, and assist lifers to derive optimum benefit from correctional planning and program participation.

The unique understanding and relationships of an In-Reach Worker should assist him/her in preparing lifers to understand the realities and positive potentials of their sentences. The In-Reach Worker should be prepared to contribute to the introduction of additional institutional programs and act as a resource to institutional staff. The In-Reach Worker should also provide encouragement and support to lifers in order to derive maximum potential from legal processes such as Parole Board hearings, Temporary Absence applications, and Judicial Reviews.

A model scope of work for In-Reach Workers is included as Appendix A. To meet these general responsibilities, there is a series of specific activities, which illustrate that this is a client-based operational service, provide the basis for ensuring it is consistently carried out across Canada, and establish a firmer foundation for expansion of the services.

It is recommended that the general responsibilities in the scope of work for In-Reach Workers be as follows:

1. Establish contact with newly sentenced or re-admitted lifers during the reception and initial placement stage of their sentence.

2. Actively encourage individual lifers to contribute to the management of their own sentences by informing them of the programs available, the case management process, and other appropriate resources in institutions and in the community; and by encouraging offenders' meaningful participation in conditional release programs for which they are eligible.

3. Maintain a regular interview and contact schedule with lifers and provide encouragement and advice throughout their sentences.

4. Maintain ongoing liaison with case management staff and keep up-to-date on Correctional Service Canada and National Parole Board policies in order to assist in the co-ordination of the lifer's correctional plan, productive use of institutional time, preparation for release and reintegration into the community.

5. Assist lifers with preparation for legal hearings and, by mutual consent, attend or participate in such hearings.

6. Participate in education and awareness sessions for Correctional Service Canada and National Parole Board staff and managers, community organizations and the general public.

Flowing from this, the Task Force also determined that a basic ratio should be developed to calculate the number of In-Reach Workers required to meet the needs of the offender population. The In-Reach

Workers consulted suggested that they could deal with a ratio of 1:125, since it is clear that not all offenders (lifers and indeterminate sentences) will opt to use the services of In-Reach Workers. Among those who do require the services, the workload will fluctuate over time. This ratio does not imply a caseload, rather it will allow Correctional Service of Canada operational managers and contract providers to mutually determine the level of human resources required to deliver In-Reach services.

It is recommended that the planning ratio of In-Reach Workers to offenders be set at 1:125. This ratio should be reviewed every three (3) years to ensure it remains realistic and feasible.

b) Qualifications

It is recommended that the qualifications for In-Reach Workers be as follows:

In-Reach Workers should:

- **be lifers or long term offenders who have demonstrated successful reintegration by responsible, crime-free living in the community while on full parole for a minimum of five years;**
- **be accepted and recognized by Correctional Service of Canada, National Parole Board, lifers, and the community as a responsible role model;**
- **demonstrate an understanding and appreciation of the needs of lifers and long term offenders during the incarceration and community phases of their sentences, as well as a knowledge of the correctional system;**
- **possess effective verbal and written communication skills;**
- **demonstrate the ability to work both independently and within a team;**
- **demonstrate the willingness to conform to the rules governing the operation of Correctional Service of Canada institutions, Escorted and Unescorted Temporary Absences and parole supervision; and**
- **be eligible for enhanced reliability security screening.**

Training and/or experience in the field of social sciences, communications, or community development is advantageous but not a prerequisite.

Not all the above qualifications are equally easy to measure, however, together they describe the individual who can successfully work in this area. One of the more straightforward ones involves the length of time that demonstrates successful reintegration. The second criterion is of critical importance, and also it is the one that may be hardest to assess with confidence. However, all the criteria together constitute the minimum requirements that would lead to a high quality of service.

For ease of reference, and to facilitate future consultations, Appendix A contains the model scope of work and qualifications.

c) Compensation

Currently, the compensation received by In-Reach Workers varies by almost 100%. This difference is significant and does have an impact on the morale of the lower paid In-Reach Workers. If standardization of In-Reach services within the Life Line Concept is accepted, and if the program is expanded to reach all offenders in the proposed target group in a consistent, coherent, and comprehensive manner, then the matter of standard compensation should be addressed.

In this regard it is suggested that the principles that were applied in determining compensation for Aboriginal liaison workers be applied to In-Reach Workers. Specifically, a national minimum level of compensation should be developed, and it is appropriately placed within the WP-2 salary band. The minimum level would be $38,000 for full-time work on an annual fee-for-service basis, and this would include the value of related benefits. Benefit packages would depend on the employment policies of the contracting agencies, and any compensation levels above this minimum would be subject to local contract negotiations.

It is recommended that the minimum level of compensation for an In-Reach Worker be set at $38,000 per year for a full-time worker.

d) Orientation and training

While there is much about prison life for which In-Reach Workers require little or no orientation, there is also much that they will be required to learn and understand in order to carry out the Scope of Work they have agreed to provide. It is critical for the In-Reach Workers to appreciate the sensitivity of their position and understand the necessity for walking a very careful line in order to build and maintain credibility with offenders, staff, agencies, and the general community. To do this they must not only have a sound knowledge and appreciation of the Life Line Concept, its history and strategic objectives, but they must also look at the corrections and parole process from a somewhat different point-of-view than they previously did. There are specific skills that are required to do the work. As well, they need to know how government and private agencies operate and how to get things done within them.

Professional development and training activities are critical to the success of the Life Line Concept. Given that In-Reach Workers are widely dispersed, their training and development activities could be organized on two levels. First, there are individual training and development activities that are based on the core competencies of In-Reach work and on learning needs specific to the various jurisdictions in which they operate. Second, there are universal needs that are required to maintain consistency with the Life Line Concept which can be served most effectively by group training activities organized specifically for In-Reach Workers. Through sharing experiences, and group problem solving, they can enhance the learning experience.

An outline of a three part (required reading, skills training, on-the-job training and orientation) process is included as Appendix B. Participation of individual In-Reach Workers in training or development will have to be part of the responsibilities of the contract agencies employing them. This can be facilitated through the participation of In-Reach Workers in relevant training courses offered at Correctional Service of Canada Staff Colleges or other formal training sessions organized by Correctional Service of Canada or the National Parole Board in the field, attendance at courses offered by the Canadian Training Institute, provincial agencies, community colleges or CEGEPS, or justice training institutes. In terms of ongoing development, the above training sources should be tapped, and part of the time spent at national In-Reach Workers meetings should be set aside for formal training sessions on new issues, policies, etc. or on specific skill areas that have been identified as a common need.

It is recommended that there be an initial orientation period for new In-Reach Workers of up to six weeks in duration, and that Appendix B to this report be the basis for developing a common approach to orientation and ongoing training.

e) Services for Aboriginal offenders:

There is a strong overlap between the types of services expected of In-Reach Workers and those expected of the Aboriginal liaison service. Indeed, the Task Force saw the existing Correctional Service Canada guidelines for liaison services for Aboriginal offenders as an extremely useful starting place to help define clear standards and guidelines for In-Reach services.

The general principle applied in delivery of services to Aboriginal offenders is that the essential first step of establishing rapport with Aboriginal offenders is much easier if the service deliverer is Aboriginal. An additional important principle is that service deliverers should have a strong rooting in the Aboriginal community and a broad range of contacts and support within that community. These two requirements play a much bigger role in the delivery of services that will assist reintegration for Aboriginal offenders than, for example, whether the service deliverer is an offender.

Given these principles, then, the critical issue is whether the existing Aboriginal liaison function is meeting the special needs of Aboriginal offenders serving life and other long term sentences. Answering this question adequately would require discussions and consultations with Correctional Service Canada and National Parole Board managers and staff, Aboriginal offenders and the agencies delivering liaison services. The role and advice of Elders is important, and it is necessary to seek this advice. It has been agreed with regional Elders that CSC should appoint a national Elder, and this appointment may take some time to complete. In the meantime, though, a great deal of work can be accomplished, as long as the partners (Correctional Service of Canada, National Parole Board and agencies) seek the advice of Elders and are open to future advice that may be given.

It is recommended that tripartite consultations take place involving Correctional Service of Canada, National Parole Board, liaison

workers and their agencies, Aboriginal offenders, Elders and the CSC Aboriginal Advisory Committee to determine the best direction to take to meet the needs of Aboriginal lifers. This consultation would be most appropriately led by CSC's Director General, Aboriginal Issues.

It is also important that the overall strategy and the tripartite approach to the Life Line Concept reflect and respect the needs of Aboriginal offenders. The best way of doing this would be to include expertise on Aboriginal issues in the membership of the Life Line National Resource Group. This issue will be addressed later in the report.

f) Services for women offenders

While there is currently no specific Correctional Service of Canada policy for services to women serving long sentences, a literature review was completed in 1994 to provide the new facilities for women with information to help guide the development of their programs and services. A total of 11 Correctional Service of Canada institutions (7 facilities for women and 4 male institutions) house women serving sentences of ten years or more. All federal women in British Columbia are in the provincial Burnaby Correctional Centre for Women. They are therefore widely dispersed, and except for the three largest facilities (Joliette, Grand Valley Institution and Burnaby Correctional Centre for Women), make up very small numbers in each institution.

In-Reach services are provided by the same agencies or workers who serve male institutions in all regions but Ontario. The Ontario Elizabeth Fry Society has had preliminary discussions with Life Line Ontario regarding ways to meet the needs of women at Grand Valley Institution. Currently, only Burnaby Correctional Centre for Women is served by a female In-Reach Worker. Specific issues to take into account in providing In-Reach services for women are as follows:

- Correctional Service of Canada policy on programming and services for women offenders, while not precluding services by members of the opposite sex, does set guidelines according to the type of service offered and the level of "intimacy" of the context in which the service is offered. Services that rely on private one-on-one sessions that cannot be supervised by Correctional Service of Canada staff may require same-sex deliverers. However, parameters can be and have been developed at the operational unit level to allow for the delivery of In-Reach services by male workers.

- It is important to pay particular attention to the small numbers of women lifers currently housed in male institutions, to ensure the In-Reach Workers serving these institutions are aware of and sensitive to the needs of these women.

- For the most part, there are more similarities between men and women lifers than differences. There are only a few specific areas where the interests and needs of women lifers or long term offenders may be different from those of men.

    - Women are more likely to want to think and talk about and process the reasons, facts, origin, results and their sense of guilt for their crime.

- Women are more likely to have problems with using or being prescribed medications than men, however, this is one area that women lifers and women short termers have in common.

- Women are more likely to have had custody of their children before incarceration. Therefore, maintaining contact and responsibility for their children is a higher priority and a bigger worry. Work involving assisting them to maintain family contacts would have to take this into account.

Therefore, the implementation of the Life Line Concept needs to be enhanced and guided by the additional expertise of those with knowledge on women's issues.

It is recommended that the Deputy Commissioner for Women of Correctional Service of Canada take the leadership role in tripartite consultations and other work leading to developing services for women lifers and long term offenders.

The Task Force is also concerned that the ongoing elaboration of direction and policy applying to federal offenders in the Life Line Concept should address and reflect the special needs of women. As for Aboriginal offenders, the best method to ensure this happens is to include a subject matter expert in the membership of the Life Line National Resource Group. This issue will be addressed later in the report.

g) Information collection, sharing and protection

To conduct the activities defined in the Scope of Work, In-Reach Workers require access to information that is under control of the Government of Canada. Such information can be obtained, used, and stored providing that it is handled in accordance with Treasury Board and the Correctional Service of Canada policies.

Commissioner's Directive 782.16 specifies that:

> "All persons in the community who will play a significant role in offering support to the offender upon his or her release shall be provided, on a need to know basis, with basic information regarding the offender's criminal background (nature of current and past offences) and present areas of critical concern. They shall be fully briefed on the offender's release plan and their role in it. The fact that such sharing of information has occurred shall be documented."

Treasury Board policy regarding the security of information does not differentiate between employees, contractors, or volunteers, focusing rather on the information or assets that must be protected. Given that In-

Reach Workers must be provided with all relevant information necessary to facilitate the offender's safe and effective community reintegration, government policy requires that they qualify for Enhanced Reliability status. In order to have access to such information they must then receive training in the relevant policies, practices, and procedures before access is granted to government information and assets. Such training must, at a minimum, cover the information and asset management policies of the government as well as threat-risk assessments of information and asset management.

Appendix B covers the need for training for In-Reach Workers on all aspects of this issue. In addition, as contract service deliverers, agencies under contract for the services of In-Reach Workers should have a number of detailed requirements laid out in contracts. This should serve to:

- ensure offenders receiving services understand the guarantees and limits of confidentiality;
- protect In-Reach Workers from having to make too many difficult decisions about confidentiality on their own; and
- provide the specific ways in which both the agencies involved and Correctional Service of Canada handle information in a way that:
    - respects the law,
    - allows them to carry out their full duties in a professional manner and
    - protects society.

Basically, this would involve provisions regarding:

- the type of information held by Correctional Service of Canada to which In-Reach Workers should have access;
- conditions when release or sharing of information requires the offender's permission;
- confidentiality agreements between In-Reach Workers and offenders, which should set out clearly the types of information Workers must report (e.g. threats to individuals or self, offences committed, child abuse incidents, etc);
- creation, maintenance and storage of private information records about offenders;
- type and frequency of reports to be submitted to Correctional Service of Canada about the offenders being served.

Standards addressing such requirements are included in Appendix C.

h) The impact of geography on service delivery

As with many services that have to be provided to several institutions and link offenders to the community, the distances spanned by Correctional Service of Canada operational units within all regions affects the level of service. Even in regions where there is a large concentration of institutions, there is always at least one institution that is a long distance from the others. In most regions, the institutions are concentrated at large distances from the urban centres where most offenders come from. Contract managers and contractors therefore have to jointly determine how much travel is required to meet the specific objectives for In-Reach services and fund this accordingly. There can also be too much travel, so that workers spend more time in cars than with offenders, which has to be taken into account when determining the geographical span of the service.

It is recommended that contracts for In-Reach services address funds required for compensation, travel and administration.

2. Community Programs and Services

a) Community Residential Centre staff development and training

Community Residential Centre staff currently dealing with life sentenced offenders may require training on:

- understanding violent clients and special lifer characteristics

- correctional planning and reintegration issues for life sentences

- anger management and crisis prevention/intervention

- social learning theory

- the use and abuse of power and control in relationships

- reinforcing positive, and diminishing negative, attitudes/behaviours

- cultural diversity and sex discrimination

- communications and team-building skills

- empowering through positive counselling and role-modelling.

Such information needs could apply to all Community-Based Residential Facilities. This also illustrates the need of ongoing developmental training, as the trends in behaviour and characteristics of the offender population change over time. For staff in Community Residential Centres not currently specializing in dealing with life sentenced offenders, issues related to longer term correctional planning and managing longer term residency are of importance.

b) Community Residential Centre staff support

To deal with increasingly difficult offender populations, agencies may have to provide more support to staff, for dealing with the aftermath of crises, community incidents or other situations. This could include formal Employee Assistance Programs, stress and burnout management, organized critical incident stress de-briefing and ongoing traumatic stress counselling.

c) Longer term residency

The Life Line Concept is based on a period of residency on day parole prior to full parole using the entire three-year window available to first and second degree murderers. The fundamental requirement is that the three year day parole eligibility period be used to implement a gradual, phased and planned process of community reintegration. In addition, the length of stay should be determined by the risk and needs of the offenders.

There are a number of factors affecting the feasibility of expansion beyond the existing one centre in Windsor:

- pressures from the community regarding the existence of halfway houses in neighbourhoods and the type of clientele that is "acceptable";

- pressures on all community-based residential facilities to accommodate a growing population of offenders on a wide range of types of conditional release that take precedence and require bed spaces.

Most Community Residential Centres , with the exception of those who have a time-limited length of stay based on program completion, would not object to day parole residency longer than six months. However, just as the longer incarceration term must be time-framed to avoid "warehousing" offenders and to make constructive use of their time, so would Community Residential Centres have to adapt the longer stay to make constructive use of three years.

There is a series of useful alternatives to a single specialized halfway house for lifers which should be pursued. Among these are:

- the use of "five-and-two" day parole;

- participation in community-based correctional programs;

- employment programs;

- moving from minimum security to a Community Correctional Centre to a Community Residential Centre to a satellite apartment;

- participation in peer support groups;

- private home placements as a final step in gradual release;
- attendance or drop-in centres.

It is recommended that the implementation of the Community component of the Life Line Concept consider combinations of community resources that will ensure a process of gradual, phased day parole leading to full parole.

d) Aboriginal offenders

Regarding community-based services and programs, the primary vehicles for addressing Aboriginal offenders' needs in the community will be agreements and projects under sections 81 and 84 of the Corrections and Conditional Release Act[2]. The development and implementation of agreements under s. 81 should also be addressing the needs of long term offenders from the Aboriginal community, to ensure Correctional Service of Canada uses these legislative tools to their full potential. Since they are based on the commitment of the community to take responsibility for offenders, the use of Ss. 81 and 84 also provides support, and an overall framework, to the Life Line Concept as it may apply for Aboriginal offenders.

The advice and role of Elders and communities will be useful in working within the traditions of various peoples to deal with offenders returning after incarceration, particularly those who shun or isolate offenders. The Elders may be the primary source of support in some traditional communities for returning lifers, and it is through their work and teaching that such offenders may be accepted back into community life.

e) Women offenders

In general, there is a need to develop a community infrastructure that better meets the needs of all women offenders on conditional release, in order to reduce the revocations that result from lack of programs or services that would prevent the behaviour leading to suspensions or revocations. This issue is highlighted to add that the women lifers on conditional release experience these same problems, and their needs would be addressed by an overall strategy addressing the lack of community infrastructure for women offenders.

Standards And Guidelines

A draft set of standards and guidelines is included as Appendix C, and covers the three elements of the Life Line Concept. This document contains relatively more detailed requirements for In-Reach services, as these are the most concrete part of the Life Line Concept. As well, the direct services to offenders are important enough to deserve a fairly high level of specificity, to be able to ensure that the services are being delivered at the level of quality desired.

In-Reach Service involves:

- service delivered by lifers or long-term-offenders with a history of demonstrating successful reintegration in the community, who are under contract to or employed by a community-based agency;
- In-Reach Workers who meet specific qualifications, are trained to perform their services professionally, and have a defined scope of work;
- most of the In-Reach work being done inside the prisons with outside community liaison on behalf of individual prisoners on each worker's caseload;
- Escorted Temporary Absence/Unescorted Temporary Absence accompaniment, as part of outreach work, including occasionally the transportation to or from a community residence;
- liaising with prisoners' families and residential and other community resources; and
- providing assistance at judicial reviews and National Parole Board hearings as appropriate.

The standards for community services would apply to facilities which opt to work with life sentenced offenders, whether or not they are specialized for lifers. These standards would not supersede or replace the current set of standards for community-based residential facilities agreed to between Correctional Service of Canada and non-governmental organizations, which should remain applicable to all Community-Based Residential Facilities.

The community resources:

- have personnel specialized on issues to life-sentenced offenders dedicated to Life Line services, and especially in residential programmes, have a dedicated parole officer;
- engage in long term pre-release visitations, screening and planning, including a series of Unescorted Temporary Absences/Work Releases to the residence, with at least the initial travel from and to the institution being accompanied by residence or In-Reach personnel;
- have an admissions advisory committee representative of the community, including the residence, parole office, community resources, the neighbourhood, victims and police;
- have a process of guided social reintegration, which includes the involvement of outside volunteers;
- provide for gradual, progressively independent 3-year day parole living arrangements;
- develop Individual Plans of Care which include use of specific program and counselling resources available from various sources,

and volunteer work by the lifers, including a "buddy" system and community service;

- where applicable, provide liaison with and support of the lifers' families; and
- provide assistance at National Parole Board hearings as relevant.

The standards for public education cover the tripartite development and implementation of public education strategies at the national, regional and local level.

The standards describe a Public Education strategy which:

- functions within the tripartite partnership of the Life Line proponents, the Correctional Service of Canada and the National Parole Board;
- is delivered at the national, regional and local levels;
- is concerned with the audiences comprised of the offenders and staff in correctional institutions and other government agencies, the non-government service providers and resources, and the community-at-large, including the media; and,
- is responsive, open, consultative, and forthcoming.

This set of standards and guidelines was developed by the Task Force to be a starting point for broad consultations among Correctional Service of Canada, National Parole Board and non-governmental organizations. While the Task Force is confident that these standards may be useful in their entirety, they should not be considered to be the final and definitive standards in this area. It is also the case that few of the existing contracts, for In-Reach services as an example, conform completely to the draft standards. This package of standards serves as the ground work to help the various partners discuss, elaborate and further refine the Life Line Concept.

It is recommended that the draft set of standards developed by the Task Force be used as a starting point for broad consultations among Correctional Service of Canada, National Parole Board and all non-governmental organizations who are, or may be interested in, providing services under the umbrella of the Life Line Concept.

It is recommended that the review process that measures compliance to standards allow for the following steps:

· service providers conduct a self-audit to determine if they meet the standards;

· service providers make adjustments according to their review;

· external reviews be conducted to measure compliance;

- **regular contract compliance reviews be undertaken by service providers and contract managers.**

Resources for Implementation

At this stage, the Task Force determined that it is possible to estimate the costs of extending In-Reach service to all offenders in Correctional Service of Canada institutions within the recommended target group (offenders who do not have a warrant expiry date). The Task Force used the following formula to calculate the total cost:

Total offenders = 2600
Offenders / 125 = 21 (Number of In-Reach Workers)
Compensation per worker = $38,000
Travel per worker = 12,000
Sub-total = 50,000
Administration cost per worker
@ 10% of sub-total = 5,000
Total cost per worker = 55,000
x total required workers (21) =$1,155,000

Correctional Service of Canada currently spends $405,000 per year on In-Reach services provided by nine (9) In-Reach Workers.

This cost estimate applies to expanding In-Reach services to all life sentence and indeterminate offenders. It should be noted that, given our recommendations to consult widely on the best ways to meet the needs of Aboriginal lifers (who make up 12% of the incarcerated lifers, mainly concentrated in Prairies and Pacific regions), if it is decided to rely on the Aboriginal liaison function the increases in cost may be less than this total estimate. In addition, local agencies and Correctional Service of Canada contract managers may find that the number of workers they require and the funds for travel will vary considerably.

---

2 81. (1) The Minister, or a person authorized by the Minister, may enter into an agreement with an aboriginal community for the provision of correctional services to aboriginal offenders and for payment by the Minister, or by a person authorized by the Minister, in respect of the provision of those services.

84. Where an inmate who is applying for parole has expressed an interest in being released to an aboriginal community, the Service shall, if the inmate consents, give the aboriginal community

(a) adequate notice of the inmate's parole application; and

(b) an opportunity to propose a plan for the inmate's release to, and integration into, the aboriginal community.

Previous | Top of page | Table of Contents | Next

| Executive Summary| Introduction | Terms of Reference and Approach |
| Profile of Long Term Offenders| Life Line Services |
| Meaningful Sentence Planning for Lifers and Long Term Offenders |
| Research on Successful Reintegration of Lifers and Long Term Offenders |
| Public Education Strategy| Other Matters |
| Appendix A - Model Scope of Work and Qualifications for In-Reach Workers |
| Appendix B - In-Reach Worker Orientation and Training |
| Appendix C - Standards and Guidelines |
| Appendix D - Task Force Terms of Reference |
| Appendix E - Profile of Long Term Offenders|

© Correctional Service of Canada This web page was last modified on: 1999.10.22

© Correctional Service Canada

Correctional Service Canada Service correctionnel Canada

Canada

Safety, Respect and Dignity for All

home | what's new | news releases | speeches | search | contact us | site map | français

Previous Table of Contents Next

Meaningful Sentence Planning for Lifers and Long Term Offenders

Organization
Programs
Policy & Legislation
Public Education
Research
Publications
Partners
Career Information
International Forums
Links

Time-Framed Sentence Planning
Role of Lifers and Long Term Offenders

Time-Framed Sentence Planning

The need for time-framed sentence planning for lifers and others serving 10 years or more before their earliest full parole eligibility date was described by Dr. Bill Palmer, Psychologist at Warkworth Institution, in the early 1980's. This need has been re-affirmed by Timothy J. Flanagan in his 1996 book: "Long-Term Imprisonment: Policy, Science and Correctional Practice". Correctional Service of Canada endorsed the concept within the context of the sentence stages identified in the 1991 report of the Task Force on Long Term Offenders. This model is as follows:

1. **adaptation** - coming to grips with the reality of confinement;

2. **integration** to the prison environment - living within the context of that reality;

3. **preparation** for release - preparing for release in a progressive manner; and

4. **reintegration** into the community - assuring a coherent and continuous process leading to safe reintegration.

The model was fully described in the 1991 report, which also set out the specific needs of offenders at each stage, and what specific action or response would be required at each stage to deal with these needs.

It is common that lifers and long term offenders who are not close to their possible release date find themselves at the bottom of the priority list when it comes to opportunities for program participation. The purpose of the correctional strategy is to guide operations in determining the relationships and priorities among the components of programming directed at groups presenting different needs. The Correctional Service of Canada's correctional strategy is meant to:

- guide the establishment of program priorities
- identify programs that should be either altered or eliminated

- identify where resource allocations are possible, and to identify to which programs the resources should be reallocated.

There is an unintended competition for limited resources within institutions that places immediate priority on the needs of those most likely to be released in the short term, while leaving the needs of those who have little probability of release to the distant future. This approach was not intended to exclude long term offenders from programming, but flows rather from a practical realization that correctional objectives must be attained within the context of restricted resources. The problem that frequently arises for long term offenders is that the possibility for program participation does not materialize until the issue of pending release becomes a reality, and by that time much development potential may be lost for both the offender and the Service. In the case of lifers, this means that they will be well into the second or third decade of imprisonment before their possible release.

Another reality negatively affecting lifers is the turnover in case management personnel both within a single institution and when transferring to new institutions. The 1991 Report identified critical needs to be recognized and addressed, including the need for personalized case management (e.g., more often than just meeting judicial review and pre-release target dates) and for continuity in case management. The Report addressed these needs in part with recommendations for comprehensive regional assessment and a correctional program strategy adapted to these needs. Within this context, the 1991 Report also cited the need for long term offenders to take part in the institutional life in a useful way. A major component of the time-framed sentence planning and management, then, should include the concept of correctional careers.

Role of Lifers and Long Term Offenders

Recognizing these realities, the concept of lifers and long-termers participating in correctional careers offers a constructive alternative to allowing offenders to drift within the system for ten or fifteen years before they become the focus of real attention. These offenders can support and assist staff in the conduct of their correctional work while at the same time contributing significantly to their own personal growth. They should have the opportunity to acquire and practice the skills to contribute to society while incarcerated. The concepts of "lead hand" in the industrial or services sector, co-facilitation and peer counselling in the program domain, AIDS/HIV worker in the health arena, and In-Reach assistants are examples of employment opportunities that hold promise of mutual advantage for staff, offenders, and ultimately the community.

These concepts are neither new nor radical since they have been happening to one extent or another throughout most correctional jurisdictions. One critical issue is how offenders carrying out these roles relate to the other offenders in the institution with whom they will be working. They hold an important role of leadership and informal authority, for example, while tutoring ABE-8 students, leading a discussion in the Breaking Barriers program, or providing support to another offender as a Peer Support Team member. In this way, they can positively influence other offenders, and make a constructive contribution to the "society" that operates within a correctional institution, without having to cross a line that would place them in the uncomfortable position of holding formal authority over other offenders.

The correctional career concept promotes the dignity and potential of offenders as well as contributing to the probability of successful reintegration. Correctional careers must be, by definition, consistent with the offender's correctional plan and must directly and measurably contribute to the reduction of risk. One common problem that must be avoided is that observed when an excellent inmate worker, or a skilled inmate tradesman such as a plumber, electrician, or baker, is seen as so "critical" to a particular facet of institutional operation that everyone benefits from the services the inmate provides, while the criminogenic factors that brought the offender to prison go unaddressed and the risk to society remains unabated. It follows therefore that not only must correctional careers be based on providing employment skills and abilities that are transferable to the community on release, but also they must be part of a plan that is based on effectively reducing the presenting criminogenic factors.

The idea of correctional careers has been put forward in many previous studies, and while the Service has agreed to the concept, it has not pursued it with vigour. Today long term offenders are peer counsellors, co-facilitators of programs, and In-Reach Workers.

It follows from the model of sentence staging adopted by Correctional Service of Canada in 1991 that the correctional career does not begin in stage one, before the offenders have come to grips with the fact that they are serving a life or long sentence, but rather during the second stage, when the correctional plan is actioned and the offender can launch a plan to develop the skills required to undertake various types of correctional careers and put them into use. These skills would also be useful in the community after release, but the correctional career concept is flexible enough to allow for the continued use of such skills whether or not the offender is released.

Areas where Correctional Service of Canada may wish to concentrate would be in the development of careers in the Health Care field as well as program co-facilitators. Peer workers are now involved in AIDS education but could be extended especially with respect to the care of the ageing and handicapped offender.

There is further reason to believe that the capacity for offenders to become involved in business has far greater potential than has been currently explored. It may be worthwhile to explore such an idea with a community agency or third party from the community as a partner. The current Commissioner's Directive on offender business needs to be reviewed to determine if it poses more of an impediment than an encouragement to such ventures.

Existing agencies such as the Prison Arts Foundation may bring a capacity to market products on behalf of offenders operating a business that they themselves are unable to develop because of their confinement. Additionally, such projects may enable offenders to find employment opportunities in the community where the labour market is limited. Greater efforts should be expended in bringing outside industry into institutions for the purpose of sponsorship of employment programs targeted at long term offenders.

Even with the larger number of federal facilities for women than existed in the past, the option of moving women among the correctional institutions to provide variety in the environment during long periods of incarceration is more limited than for men. This will likely mean that even more effort has to be made at each institution to find a variety of ways to make constructive use of time. In doing so, creativity must be exercised, as these small institutions should not be expected to set up career or job opportunities in a way that costs more than the benefits they provide to the women. One of the most fruitful avenues is to find ways the women can contribute to the community through volunteer activities.

Individual offenders and especially various offender groups and clubs enjoy speaking to youth and other groups to contribute to crime prevention. They have also developed newsletters and some have produced videos. The usefulness of this work in contributing to public education should be better recognized, and more attention should be paid to the development of organizational and technical skills required to do the work effectively.

The areas to examine identified in this report are neither exhaustive nor exclusive, as local staff and managers will find many other areas of equal usefulness, especially as they know more about the individual needs and skills of offenders they work with. This list is provided as potential new areas to move into, as the needs of the overall offender population and the community will change over time.

It is recommended that Correctional Service of Canada develop standard operating practices to provide an operational reality for the correctional career concept, and develop this within the sentence stages model accepted in 1991, examining in depth the following areas:

- **personal development programs**
- **health care**
- **inmate-operated businesses**
- **services to community charitable or voluntary agencies**
- **Corcan.**

Previous | Top of page | Table of Contents | Next

| Executive Summary| Introduction | Terms of Reference and Approach |
| Profile of Long Term Offenders| Life Line Services |
| Meaningful Sentence Planning for Lifers and Long Term Offenders |
| Research on Successful Reintegration of Lifers and Long Term Offenders |
| Public Education Strategy| Other Matters |
| Appendix A - Model Scope of Work and Qualifications for In-Reach Workers |
| Appendix B - In-Reach Worker Orientation and Training |
| Appendix C - Standards and Guidelines |
| Appendix D - Task Force Terms of Reference |
| Appendix E - Profile of Long Term Offenders|

© Correctional Service of Canada This web page was last modified on: 1999.10.22

© Correctional Service Canada

Correctional Service Canada Service correctionnel Canada

Canada

Safety, Respect and Dignity for All

home | what's new | news releases | speeches | search | contact us | site map | français

Previous | Table of Contents | Next

Research on Successful Reintegration of Lifers and Long Term Offenders

Organization
Programs
Policy & Legislation
Public Education
Research
Publications
Partners
Career Information
International Forums
Links

The following describes a research study that would take approximately six months to complete. The overall objective should be to identify as clearly as possible factors or characteristics that distinguish the "successful" from the "unsuccessful" offender.

Step 1: **Define what is meant by "successful reintegration"**

The minimum period of time in the community on full parole should be defined as five(5) years. Completion of Day parole would not qualify since there are significant controls/conditions beyond the offender's control. Experience supports the conclusion that this period is required generally to achieve a full, constructive, contributory reintegration into the community. The criteria for "success" should be somewhat flexible, i.e. not returning to custody for a new offence. This would allow some minor reoffences (such as driving violations) but not serious enough to require reincarceration. Also, technical violations should be included as a separate category for the purposes of this research. It is a sign neither of successful reintegration nor of failure in itself, but the role and nature of technical violations requires study.

Step 2: **Include a comprehensive literature review**

This should a) enable comparisons of the current Canadian experience with other countries, b) identify previous historical patterns in Canada or elsewhere (if such information exists), and c) identify other issues or features of reintegration of lifers or long term offenders which may not have been considered to this point. This review should focus only on release of lifers and long term offenders.

Step 3: **Conduct empirical research - data collection and analysis**

- **How many lifers and long term offenders** are or were in the community with 5 years or more on full parole? It will be useful to include offenders on statutory release for similar periods, since, if they have been successful in not committing further offences this would meet the success criterion, even though the release was not a discretionary or "risk based" release by the National Parole Board.
- **key demographic characteristics** of this group: including age, length and type of sentence, sex, race, region, etc.
- **file review** to determine a "snapshot" of the offenders both prior to

and following release to compare their situations at both points in time. This would include **static background factors:** previous criminal history (length and type of offence) prior to current offence, prison history, i.e. where the offender spent most of the sentence, security level, what "institutional career" was followed, adjustment/discipline problems when incarcerated, etc. - and the **changeable or criminogenic factors:** education and skills on entry to penitentiary and on release, employment history prior to and following release, physical health, identified mental health issues, family contact prior to and following incarceration, financial management ability, substance abuse, attitudes and personal/emotional orientation, etc. - on incarceration and on release. In addition, information should be gathered on the **correctional interventions (programs or others)** offenders received before and after release.

- **file review** to determine how release was structured, i.e. how Escorted Temporary Absencess, Unescorted Temporary Absences, Day Parole, and Full Parole flow over what period of time, special or additional conditions, where in the sentence release process began (i.e. at eligibility or later); were there interruptions (reincarceration due to violations) in the release pattern, whether release was attempted on more than one occasion. For technical violations, specific information on the conditions broken and precipitating situation would be useful. For returns to incarceration, information is required on the specific underlying causes.

- **compare** experience of matched samples (one "successful" and the other "unsuccessful") of offenders to determine similarities and differences on all the factors identified.

- **interview** a randomly selected, representative group of offenders who have served at least ten years in prison, and have successfully maintained full parole for five or more years or reached warrant expiry following a period of at least five years on parole, to determine what they identify as the key factors in the community and during their incarceration which contributed to success.

Summary/conclusion of Research:

The result of this work will be a view of the successful and the unsuccessful lifer and long term offender from three perspectives:

1) Demographic view, i.e. those things that cannot change (age, sex, race, etc.)

2) Sociological factors which might be influenced, such as mental health, employment skills, etc.

3) A picture of the offenders from their own perspective and an identification of the factors they believe were most significant in re-entry into the community.

This will also provide a view of the offender at three points in the sentence, i.e. entry to the federal system, at release, and several years later.

Each of these perspectives should be analyzed in the final report to determine how the various sets of factors within each of them interact, and whether or not there are correlations. The most important results will be the identification of what makes the difference for the offender between success or failure in reintegration.

Incorporating results in overall management

The most critical factor in incorporating research results into operations is that the research must be designed from the beginning with this requirement in mind, which the Task Force has attempted to do. The results should allow the ranking of the factors which impact the most on successful reintegration of lifers and other long term offenders. This should also confirm whether there are distinct differences between this group of offenders and others serving shorter, determinate sentences . Historically programs, policies and procedures have not differed significantly for offenders serving long sentences or life sentences from those serving shorter sentences. Research might indicate that they should. There are three areas to focus on:

1) Institutional programs and placement: Once the most significant factors are known, better correctional planning for specific groups or categories of offenders should be possible. As an example, different case management approaches may apply for lifers as compared to other long term offenders. It is possible that previous criminal history is a significant factor and programs may have to be tailored for those with little or no criminal history versus those with well established criminal patterns. The research results should also provide useful information on which to base time-sequencing of sentence management, i.e. at what time are interventions best implemented.

Race, sex, age and health will determine how to manage and plan for some offender groups. If it is determined that there are distinct groups of offenders for whom the factors affecting successful reintegration are different, this should lead to establishment of a range of programs and institutional policies which best suit each group.

2) Release Policies If there is a correlation between the release pattern (structured and gradual vs. fewer faster steps) and successful reintegration, current policies should be reviewed to determine if they are supported by the research. One example would be National Parole Board's reluctance to use 5&2 type day paroles prior to Full Parole eligibility - will the research support this policy for all types of cases? Additionally, potential changes to legislation would be better supported if research indicates that specific issues are not addressed or are reflected inappropriately in the legislation. For example, the length of time between eligibility for Day Parole for lifers and Full parole eligibility (3 years) may not be seen as a factor contributing to successful release.

3) Community Resources and Programs It is important to know which community programs, services or conditions of living most supported offenders who were successful. Documented information on the factors affecting technical violations and re-offending is also required. As with the institutional phase, the results of this study should guide correctional

planning in the community. Also, there is a need to know whether specific approaches are required for certain age groups, members of minority groups or for women. Those working with lifers or long term offenders in the community would be better assisted if they knew the results of this study as it might apply to different profiles of offender populations and the potential success or failure of various correctional interventions.

It is recommended that research on factors affecting the reintegration of lifers and long term offenders be conducted using the Task Force's outline as part of the framework.

Previous | Top of page | Table of Contents | Next

| Executive Summary| Introduction | Terms of Reference and Approach |
| Profile of Long Term Offenders| Life Line Services |
| Meaningful Sentence Planning for Lifers and Long Term Offenders |
| Research on Successful Reintegration of Lifers and Long Term Offenders |
| Public Education Strategy| Other Matters |
| Appendix A - Model Scope of Work and Qualifications for In-Reach Workers |
| Appendix B - In-Reach Worker Orientation and Training |
| Appendix C - Standards and Guidelines |
| Appendix D - Task Force Terms of Reference |
| Appendix E - Profile of Long Term Offenders|

© Correctional Service of Canada This web page was last modified on: 1999.10.22

© Correctional Service Canada

Correctional Service Canada Service correctionnel Canada

Canada

Safety, Respect and Dignity for All

home | what's new | news releases | speeches | search | contact us | site map | français

Previous | Table of Contents | Next

Public Education Strategy

Organization
Programs
Policy & Legislation
Public Education
Research
Publications
Partners
Career Information
International Forums
Links

Public Education that promotes greater public understanding and support for the reintegration of long term offenders is the third major component of the Life Line Concept. This component has already been addressed in this report:

- in the section on Services Currently Available describing the activities of the In-Reach Workers and the Windsor Life Line Residence;
- in the section on the expansion of services, describing the need for the support and involvement of a broad range of community-based correctional agencies, better identification of the timing of what issues will be important and the involvement of a wide range of interests within and outside the justice system;
- in the recommended Scope of Work's Responsibility #6 for In-Reach Workers, namely to participate in education and awareness sessions for Correctional Service of Canada, National Parole Board, community organizations and the general public;
- in the section on Standards and Guidelines.

In this section, the strategy to develop the public education plan is elaborated. There are three important characteristics to highlight.

1. This should be more of an internal and external public education plan than a media relations plan, although dealing with the media will always be an important task.

2. It will be a serious exercise in consultation, with a wide range of individuals and groups, to develop, approve and implement such a plan. Thus, the overall goals, messages and timeframe have to be open to discussion and debate with potential partners, who must know that their concerns and views are being taken seriously in these discussions.

3. To be effective, the strategy must be developed and implemented at all three levels (national, regional and local). It should be noted that for activities at the operational (local) level, "communications specialists" cannot be relied upon to carry out the work of development, approval and implementation. While this means local managers of Correctional Service of Canada, National Parole Board and the various agencies will be using their valuable time to do

this work, the results will more truly reflect local interests and accomplishments.

The approach to developing a comprehensive and cooperative public education strategy is as follows:

Step #1: In order to achieve appreciation of the required elements of a successful reintegration process, it is important to know what has worked so far. This means acquiring statistics and conducting research as proposed earlier in this report. This is the *WHY* of the exercise.

Step #2: The basic research will show the success rates of lifers and long term offenders released into the community, and some understanding of the factors contributing to their success and failure (both technical and reoffences). This will identify the Key Messages, the *WHAT* of the exercise.

Step #3: Once the Why and What are identified, the next step is to identify the Target Audience. *WHO* needs to know this? *WHERE* should the message be delivered? *WHEN* should it be delivered?

Step #4: The final stage is to identify various ways to successfully get the message out - this is the *HOW* of delivering it. This should also include identifying *WHO* could deliver the message, for example, successfully reintegrated long term offenders or lifers could deliver the message to selected audiences in partnership with a speaker from Correctional Service of Canada, National Parole Board, or an agency. Using success stories of other lifers or long term offenders who have been in the community for many years would illustrate that successful reintegration is possible. Aside from public speakers, there should also be written material - such as pamphlets and articles - for public education. Keeping the message clear, concise, and simple should also be a primary consideration.

It is recommended that a public education strategy be developed jointly by the three partners in this Task Force, using the Task Force report as a starting point.

Previous | Top of page | Table of Contents | Next

| Executive Summary| Introduction | Terms of Reference and Approach |
| Profile of Long Term Offenders| Life Line Services |
| Meaningful Sentence Planning for Lifers and Long Term Offenders |
| Research on Successful Reintegration of Lifers and Long Term Offenders |
| Public Education Strategy| Other Matters |
| Appendix A - Model Scope of Work and Qualifications for In-Reach Workers |
| Appendix B - In-Reach Worker Orientation and Training |
| Appendix C - Standards and Guidelines |
| Appendix D - Task Force Terms of Reference |
| Appendix E - Profile of Long Term Offenders|

© Correctional Service of Canada This web page was last modified on: 1999.10.22

© Correctional Service Canada

Correctional Service Canada Service correctionnel Canada

Canada

Safety, Respect and Dignity for All

home | what's new | news releases | speeches | search | contact us | site map | français

Previous | Table of Contents | Next

Other Matters

Organization
Programs
Policy & Legislation
Public Education
Research
Publications
Partners
Career Information
International Forums
Links

Moving the Life Line Concept Forward
Immediate Next Step

Moving the Life Line Concept Forward

The central defining characteristic of the Life Line Concept is that it is based on an equal partnership among Correctional Service of Canada, National Parole Board and the non-governmental proponents of the Life Line Concept, this partnership being reflected in the role and composition of the Life Line National Resource Group. Further expansion of any of the three components of the Life Line Concept requires building a large network of non-governmental organizations, nationally, regionally and locally. The specific reasons for this expanded network are as follows.

1. In-Reach Workers must be contracted through a community-based non-governmental organization, and therefore it is necessary to seek organizations in a wide range of communities in Canada.

2. Putting in place the range of community resources required to meet offenders' needs wherever they may be on conditional release demands the participation of nearly all agencies traditionally involved in this type of work, and also finding non-traditional partners at the community level.

3. The correctional system must address the needs of various specific offender groups, and an essential element in doing this is seeking the advice and assistance of non-governmental organizations representing their interests. This includes organizations representing women, Aboriginal peoples, new Canadians, Canadians of a range of ethnic or cultural origins, advocates for victims of AIDS/HIV, and others.

4. The growing awareness and opinions of the types of non-governmental organizations outlined above will also be of great value in developing the third component of Life Line, public education.

With the adoption of Life Line as an official service by the Correctional Service of Canada and this subsequent plan being developed to implement the Life Line Concept, it is now time for the Life Line National Resource Group role and mandate to be reviewed and updated. Its current list of Long Term Goals is as follows:

I There will be an In-Reach Worker available to each lifer serving a sentence in a Canadian prison.

II Develop a set of Standards and Guidelines which will form the basis for review and evaluation of Life Line programs across the country.

III Conduct a formal study on the lifer's potential role in the institution including access to programs, training, employment and community service.

IV Determine the key elements for success which could contribute to assessing offender risk.

V Develop standardized training and orientation packages for all In-Reach Workers.

VI Develop and implement a communication strategy to create a more positive appreciation of effective correctional programs for long term offenders.

VII Develop residential and related community resources to enhance the reintegration of long term offenders.

While it is clear not all these goals have been met in their full magnitude, it is a fact that expansion of Life Line services is becoming a reality. This should lead to a review of the overall role and mandate of the Group.

It is recommended that the role and mandate of the Life Line National Resource Group be reviewed now.

The Life Line National Resource Group was established to reflect the partnership that is the foundation of the Concept. Therefore, this review must also consider the view of the Task Force that the composition of the Life Line National Resource Group should address the need for the expanded partnership with a larger and broader range of non-governmental organizations. A previous section of this report discussed the need for expertise on Aboriginal and women offenders. As well, the full implementation of the Life Line Concept will depend on obtaining support from all parts of Canada.

It is recommended that the Life Line National Resource Group should:

- **include expertise on lifers and long term offenders, and on specific offender groups, at a minimum on women and Aboriginal offenders;**
- **reflect the geographic, social, linguistic and cultural diversity of Canada; and**

- **engage national non-governmental organizations involved in corrections.**

Immediate Next Step

While the terms of reference and time frame for this Task Force were limited in scope and short term in nature, the Task Force was also aware that its work was not happening in a vacuum. Staff, offenders and managers in all parts of Correctional Service of Canada; staff and members of the National Parole Board and staff and managers of non-governmental organizations involved in the justice system are working on a daily basis with lifers and other long term offenders. Their knowledge, expertise, opinions and responses are what will determine how the Life Line Concept moves forward. Collectively, their contributions will also determine how effectively and completely the three components of the Concept will be implemented. It is therefore the view of the Task Force that they should have an early opportunity to see and provide feedback on the report of the Task Force.

It is recommended that the final report of the Task Force be widely shared within Correctional Service of Canada and the National Parole Board and among non-governmental organizations active in the criminal justice system, as the first step in a broadly-based consultation effort to develop effective correctional responses to the needs of lifers and long term offenders in prisons and in the community.

Previous | Top of page | Table of Contents | Next

| Executive Summary| Introduction | Terms of Reference and Approach |
| Profile of Long Term Offenders| Life Line Services |
| Meaningful Sentence Planning for Lifers and Long Term Offenders |
| Research on Successful Reintegration of Lifers and Long Term Offenders |
| Public Education Strategy| Other Matters |
| Appendix A - Model Scope of Work and Qualifications for In-Reach Workers |
| Appendix B - In-Reach Worker Orientation and Training |
| Appendix C - Standards and Guidelines |
| Appendix D - Task Force Terms of Reference |
| Appendix E - Profile of Long Term Offenders|

© Correctional Service of Canada This web page was last modified on: 1999.10.22

© Correctional Service Canada

Correctional Service Canada Service correctionnel Canada

Canada

Previous | Table of Contents | Next

Appendix A - Model Scope Of Work And Qualifications For In-Reach Workers

Organization
Programs
Policy & Legislation
Public Education
Research
Publications
Partners
Career Information
International Forums
Links

GENERAL ACCOUNTABILITIES:

The In-Reach Worker will;

1. Establish contact with newly sentenced of re-admitted lifers during the reception and initial placement stage of their sentence.

2. Actively encourage individual lifers to contribute to the management of their own sentences by informing them of the programs available, the case management process, and other appropriate resources in institutions and in the community; and by encouraging offenders' meaningful participation in conditional release programs for which they are eligible.

3. Maintain a regular interview and contact schedule with lifers and provide encouragement and advice throughout their sentences.

4. Maintain ongoing liaison with case management staff and keep up-to-date on Correctional Service of Canada and National Parole Board policies in order to assist in the co-ordination of the lifer's treatment plan, productive use of institutional time, preparation for release and reintegration into the community.

5. Assist lifers with preparation for legal hearings and, by mutual consent, attend or participate in such hearings.

6. Participate in education and awareness sessions for Correctional Service of Canada and National Parole Board staff and managers, community organizations and the general public.

ORGANIZATIONAL STRUCTURE:

In-Reach Workers are employed and supervised by their sponsoring society.

REPORTING REQUIREMENTS:

The In-Reach Worker is expected to

- maintain appropriate records that will document the worker's client contact schedule, progress notes, and consultations;
- provide the sponsoring society with monthly activity records and

time sheets;

- provide the sponsoring agency with an annual report that summarizes the year's activities, including the caseload served, number of interviews, Parole Board hearings attended, case conferences, etc.

SPECIFIC ACTIVITIES:

1. Conduct information sessions to inform lifers, Correctional Service of Canada staff, and community agencies about the In-Reach program, the worker's role, the services available to lifers, and the methods of referral.

2. Conduct client interviews in institutions for the purpose of identifying client skills and interests.

3. Assess client needs and provide direction.

4. Provide clients with ongoing support and advice that will enable them to adjust to the daily realities of institutional life and acceptance of their sentence.

5. Motivate clients to take an active role in the management of their sentences and promote the concept of correctional career planning.

6. Act as an advocate for clients to assist them in accessing programs, training, and other opportunities for personal growth.

7. Develop information packages on matters of critical importance or interest to those serving life sentences, paying particular attention to changes in legislation or policy.

8. Assist clients to prepare for transfers and various forms of conditional release.

9. Provide support and assistance to clients in obtaining and participating in Temporary Absence programs.

10. Assist offenders to ensure documentation, such as letters of support, written reports, etc. is submitted in accordance with established deadlines.

11. Provide ongoing liaison with Correctional Service of Canada, National Parole Board, aftercare agencies and other organizations necessary for client support.

12. Participate in Parole hearings and Judicial Reviews and assist clients in dealing with the decisions of such hearings.

13. Act, when requested by the client, as a contact liaison with client families.

14. Participate in a public education program in order to promote better public understanding, acceptance, and support for released lifers.

15. Liaise with the administrations of institutions for the purpose of developing programs and promoting participation.

16. Participate in training and development programs.

QUALIFICATIONS

In-Reach Workers should:

- be lifers or long term offenders who have demonstrated successful reintegration by responsible, crime-free living in the community while on full parole for a minimum of five years;
- be accepted and recognized by the Correctional Service of Canada, National Parole Board, other lifers, and the community as a responsible role model;
- demonstrate an understanding and appreciation of the needs of long term offenders during the incarceration and community phases of their sentences, as well as a knowledge of the correctional system;
- possess effective verbal and written communication skills;
- demonstrate the ability to work both independently and within a team;
- demonstrate the willingness to conform to the rules governing the operation of Correctional Service of Canada institutions, Escorted and Unescorted Temporary Absences and parole supervision; and
- be eligible for enhanced reliability security screening.

Training and/or experience in the field of social sciences, communications, or community development is advantageous but not a prerequisite.

HOURS OF WORK

In-Reach Workers, because of the nature and scope of the work, will be required to work irregular schedules that include evening and weekend activities.

Previous | Top of page | Table of Contents | Next

| Executive Summary | Introduction | Terms of Reference and Approach |
| Profile of Long Term Offenders | Life Line Services |
| Meaningful Sentence Planning for Lifers and Long Term Offenders |
| Research on Successful Reintegration of Lifers and Long Term Offenders |
| Public Education Strategy | Other Matters |
| Appendix A - Model Scope of Work and Qualifications for In-Reach Workers |
| Appendix B - In-Reach Worker Orientation and Training |
| Appendix C - Standards and Guidelines |
| Appendix D - Task Force Terms of Reference |
| Appendix E - Profile of Long Term Offenders |

© Correctional Service of Canada This web page was last modified on: 1999.10.22

© Correctional Service Canada

Correctional Service Canada Service correctionnel Canada

Canadä

Previous | Table of Contents | Next

Appendix B - In-Reach Worker Orientation And Training

Organization
Programs
Policy & Legislation
Public Education
Research
Publications
Partners
Career Information
International Forums
Links

1. REQUIRED READING

More than a Matter of Time by John Braithwaite, 1992.

Long Term Offenders in Forum on Corrections Research, Vol. 4 No.2 June 1992.

Short Time: A Chronicle of Consultation on Life Line by John Braithwaite, 1994.

Task Force Report on Long Term Sentences, Correctional Service of Canada, 1991.

Committee Report - Life Line Project, John Braithwaite Chairman, 1990

Long-Term Imprisonment: Policy, Science, and Correctional Practice, Ed. by Timothy J. Flanagan, Sage Publications. Inc., Thousand Oaks, Ca. 1996.

Corrections and Conditional Release Act

Corrections and Conditional Release Regulations

Correctional Service of Canada Case Management Manual

Correctional Service of Canada Mission Document

National Parole Board Mission Document

2. SKILLS AND ABILITIES TRAINING

Communications Skills - strong emphasis is placed on the necessity for a sound knowledge and understanding of effective communication skills. This is particularly important because the In-Reach Worker must be a representative and program advocate not only inside the institutions but also outside in the community at large, where he or she may required to effectively communicate with any or all facets of society.

Interviewing Skills - is another element where both sound knowledge and successful practice are essential. The extent to which the initial interview with a newly sentenced lifer is productive depends largely on the In-Reach Worker being able to establish an element of trust and belief in the inmate. Coupled with this is the desirability for a rudimentary knowledge of motivational techniques and practices that will ensure that the offender understands, accepts and assimilates the message and recommendations of the In-Reach Worker.

Counselling Skills - A significant part of an In-Reach Worker's duties involves problem-solving and counselling skills. This requires an understanding of behaviour dynamics, the ability to identify and assess various problem situations, suggest solutions and if necessary to intervene where it appears a crisis is developing. All of this must be done while maintaining an environment that is marked by trust and effective relationships.

Information Sharing - Respecting requirements for confidentiality and disclosure are important matters that are critical to the maintenance of credibility with all partners in the process, and with offenders. This also includes the need to have a thorough understanding of the importance of confidentiality, information-sharing and protection of information.

Cross Cultural Sensitivity Training - Canada is a country with many cultures that formally recognizes this fact in its multicultural policies and practices. It is important to ensure that In-Reach Workers understand and respect these policies and make active offers of service to all offenders in their In-Reach target group. From time to time this may require the use of an intermediary to assist with translation and other services. Establishing and maintaining contacts with community-based organizations representing the various ethnic or cultural groups may also be required.

Official Language Policy - This policy guarantees all Canadians of the right to receive service in their designated official language. In-Reach Workers must recognize this fact and if they are not able to provide service directly they should be prepared to find or enlist the assistance of someone who can communicate in the inmate's designated official language.

Case Management and Conditional Release Policies - In order to provide effective service it is critical that In-Reach Workers understand and remain current with the policies, practices, and procedures of the case management process and those of the National Parole Board. The correctional planning process forms the foundation for correctional treatment and as such is of primary importance to the In-Reach Worker's endeavours. Understanding, monitoring, and evaluating client progress on correctional plans is central to the role of the In-Reach Worker since safe release at the earliest time possible is the goal for both the client and the worker.

Community Resources - The In-Reach Worker must have a thorough knowledge of the community resources available to the offenders and their families. Ideally such knowledge would include personal networking with those community resources most commonly used by offenders.

Computer Literacy - Information is electronically managed by the

Correctional Service of Canada and the National Parole Board, and increasingly by private sector agencies. To communicate effectively in this domain it is necessary that the In-Reach Worker understand the technology and be able to move with relative ease within the world of information processing.

General Office Procedures - Office organizational skills and procedures are factors that, although seemingly mundane, require understanding and attention. These include routine data collection, report writing, information handling and storage, managing expense claims, time scheduling, and maintaining regular contact with stakeholders. Since there is a good probability that a client may have several In-Reach Workers over the course of a sentence it is important that accurate and useful files be maintained.

3. ON-THE-JOB ORIENTATION

Some of the learning process for the above skill areas can be dealt with, or at least introduced, in formal training sessions, while others are best learned and/or reinforced through a phased and supervised period of on-the-job training. The most useful approach may be to introduce the above skills, in formal and informal sessions, over a period of up to six weeks, after which the worker is ready to start a gradual process of taking more direct responsibility for work with the clients.

Previous Top of page Table of Contents Next

| Executive Summary| Introduction | Terms of Reference and Approach |
| Profile of Long Term Offenders| Life Line Services |
| Meaningful Sentence Planning for Lifers and Long Term Offenders |
| Research on Successful Reintegration of Lifers and Long Term Offenders |
| Public Education Strategy| Other Matters |
| Appendix A - Model Scope of Work and Qualifications for In-Reach Workers |
| Appendix B - In-Reach Worker Orientation and Training |
| Appendix C - Standards and Guidelines |
| Appendix D - Task Force Terms of Reference |
| Appendix E - Profile of Long Term Offenders|

© Correctional Service of Canada This web page was last modified on: 1999.10.22

© Correctional Service Canada

Correctional Service Canada Service correctionnel Canada

Canada

Appendix C - Standards And Guidelines

Organization
Programs
Policy & Legislation
Public Education
Research
Publications
Partners
Career Information
International Forums
Links

LIFE LINE CONCEPT

PART I - LIFELINE CONCEPT

1. In its complete form, the Life Line Concept is based on three components: In-Reach service, community programs and services, and public education.

IN-REACH SERVICE

2. Lifers and long-termers who have been well reintegrated into society form ties with offenders serving a life or indeterminate sentence, encourage them, actively encourage them to get the most out of the correctional programs that are offered, participate in the development of new programs in the institutions and constitute resource persons for staff.

3. In addition to service delivery and support functions, the In-Reach Worker is a source of hope, as he is living proof that there is life after life imprisonment. He supports lifers in their parole hearing, temporary absence, unescorted temporary absence and judicial review procedures.

4. In-Reach Workers, who continue to follow up on lifers even after their release, act as important intermediaries between the institution and the community, because they make it possible to maintain family ties during the long period of incarceration.

COMMUNITY PROGRAMS AND SERVICES

5. This component is aimed at responding to the needs of offenders serving a life or indeterminate sentence who are on some form of release. The objective is to encourage the offenders, improve the planning and management of the sentence, and offer support for reintegration to the community, through a combination of programs and residential and non-residential services that respond to the specific needs of these offenders.

PUBLIC EDUCATION

6. In-Reach Workers are also involved in this function, which consists of raising the public's awareness of lifers and long-termers with a view to increasing the public's understanding of and support for released offenders, as well as in making presentations to schools, community organizations and at-risk youth groups.

7. Several features can be cited to describe the unique nature of the Life Line Concept.

a) It gives paroled lifers an opportunity to help other lifers, both inside the institution and within the community.

b) It enables a partnership to be established between the offenders, the community organizations and the Service.

c) It brings together several community organizations, which ordinarily work independently of one another but which direct their energies towards the same goals.

8. Life Line services are available on a voluntary basis to all offenders who do not have a warrant expiry date.

PART II - IN-REACH WORKERS

OBJECTIVE

9.

a) Adapt case management practices and correctional programs to the needs of long term offenders.

b) Using In-Reach service and ongoing intervention mechanisms, create an opportunity to motivate the offenders and to encourage them to take advantage of the resources in place in order to facilitate their gradual reintegration, under supervision, into society.

CORE SERVICES

10. The In-Reach Worker's main responsibilities are as follows:

a) Establish contact with newly sentenced of re-admitted lifers during the reception and initial placement stage of their sentence.

b) Actively encourage individual lifers to contribute to the management of their own sentences by informing them of the programs available, the case management process, and other appropriate resources in institutions and in the community; and by encouraging offenders' meaningful participation in conditional release programs for which they are eligible.

c) Maintain an regular interview and contact schedule with lifers and provide encouragement and advice throughout their sentences.

d) Maintain ongoing liaison with case management staff and keep up-to-date on Correctional Service of Canada and National Parole Board policies in order to assist in the co-ordination of the lifer's correctional plan, productive use of institutional time, preparation for release and reintegration into the community.

e) Assist lifers with preparation for legal hearings and, by mutual consent, attend or participate in such hearings.

f) Participate in education and awareness sessions for Correctional Service of Canada and National Parole Board staff and managers, community organizations and the general public.

ACCOUNTABILITIES

11. Every month, the In-Reach Worker must provide the organization to which he is under contract with a report describing the nature and frequency of the activities carried out and, more specifically:

a) the number and nature of one-to-one and group interviews held with the offenders;

b) the number of consultations held with case management officers concerning the needs, plans and progress of specific offenders;

c) the number of lifer-group meetings the In-Reach Workers attended;

d) the number and nature of the tasks carried out in relation to the lifer groups;

e) the number of contacts established with the community

f) the number and nature of the meetings attended by the In-Reach Workers and of the presentations they made to the public;

g) the number and nature of the other services provided.

12. Every three months, the contracting agency reviews the activities of the In-Reach Worker to ensure that they conform to the terms of the contract. It also prepares comments on the worker's adherence to the conditions of the contract. The review report is sent, for information purposes only, to the Correctional Service of Canada employee charged with managing the service contract.

SELECTION OF CONTRACTORS

Personal Service Contracts

13. The service contract may not be awarded to an individual unless there is no agency that can provide the desired type and quality of service.

Contracts With Organizations

14. Preference should be given to contractors with community accountability mechanisms. These include, but are not limited to,:

a) a legally incorporated body duly recognized by the provincial government and governed by a board of directors;

b) annual meetings to report back to members;

c) a mission statement containing the profile of the clients served, the nature of the services offered and the general goals of the agency;

d) the ability to provide, coordinate and obtain a variety of community support services that address the needs of long-termers;

e) a written policy concerning staff management and conflicts of interest, as well as a statement of ethics and a code of conduct;

f) an arrangement that protects employees against legal action by means of professional liability insurance.

15. Potential contractors must be able to prove their previous or ongoing experience in justice- and correctional-related fields, experience which has brought them into contact with the corrections system and offenders serving life or indeterminate sentences. Their knowledge and experience should be in the areas of personnel, program execution or service delivery.

16. Agencies interested in obtaining the contract should be able to:

a) propose in writing a staff development plan specifying, among other things, measures aimed at maintaining and upgrading staff skills;

b) ensure rigorous training and/or supervision of the In-Reach Workers;

c) help prioritize the services offered;

d) monitor the service provided by the In-Reach Worker(s);

e) ensure security initiation as required by the institution.

17. In-Reach Worker selection is carried out by the contractor in cooperation with the Correctional Service of Canada and the National Parole Board. Normally, the contractor should strike a selection committee, the composition of which should include at least one Correctional Service of Canada and National Parole Board staff member.

18. Profile of desired candidates:

In-Reach Workers should:

a) be lifers or long term offenders who have demonstrated successful reintegration by responsible, crime-free living in the community while on full parole for a minimum of five years;

b) be accepted and recognized by the Correctional Service of

Canada, the National Parole Board, other lifers, and the community as a responsible role model;

c) demonstrate an understanding and appreciation of the needs of long term offenders during the incarceration and community phases of their sentences, as well as a knowledge of the correctional system;

d) possess effective verbal and written communication skills;

e) demonstrate the ability to work both independently and within a team;

f) demonstrate the willingness to conform to the rules governing the operation of Correctional Service of Canada institutions, Escorted and Unescorted Temporary Absences and parole supervision; and

g) be eligible for enhanced reliability security screening.

h) Training and/or experience in the field of social sciences, social services, communications, or community development is advantageous but not a prerequisite.

19. In selecting In-Reach Workers, every effort shall be made to represent cultural and gender diversity of the offender population.

LEVEL OF SERVICE

20. In allocating In-Reach Workers, the contractor should normally allow for one In-Reach Worker per 125 offenders.

SUPERVISION OF IN-REACH WORKERS

21. In-Reach Workers are not employees of the Correctional Service of Canada and must not be supervised or treated as such. Consequently, it is up to the agencies that hire them to ensure their supervision. Individuals hired on contract must be treated as self-employed workers.

22. While it is necessary and preferable to maintain ongoing links between Correctional Service of Canada staff and In-Reach Workers to facilitate program and service coordination, questions relating to contractual compliance can only be handled by the contractor and the manager responsible for the contract.

INFORMATION COLLECTION, SHARING AND MANAGEMENT

23. Contracts for In-Reach services should have clear provisions respecting the following:

a) the types of offender-related information Correctional Service of Canada must provide to the contractor;

b) conditions under which the contractor will safeguard the confidentiality of information provided to them by offenders, and when they must report such information;

c) clear information about physical security measures to safeguard offender-related information held by the contractor;

d) provisions for documenting that offenders are given access to reports on them being submitted to Correctional Service of Canada by the contractor.

REVIEW AND EVALUATION

24. These standards are to be included in the regular contractual compliance reviews conducted by the Correctional Service of Canada, with input from the National Parole Board.

PART III - RESIDENTIAL & OTHER COMMUNITY RESOURCES

OBJECTIVE

25. To provide specialized residential day or full parole and aftercare services for offenders serving life or indeterminate sentences, to include supervision, personal support, direct assistance, guided social reintegration services, and psychological and other special needs counselling/programming, leading to their productive, responsible, independent, law-abiding living in the community.

26. To occasionally provide residence as a crisis intervention measure for offenders serving life or indeterminate sentences already in the community on full parole.

CORE SERVICES

27. **Pre-release**

a) prison visitation beginning as early as possible in the sentence, in collaboration with In-Reach services;

b) networking with the Correctional Service of Canada institutional and community case management and other treatment resources in planning for acceptance and eventual release;

c) after acceptance for residency, Unescorted Temporary Absences or Work Releases to the residence, including direct travel accompaniment or transportation on at least the first Unescorted Temporary Absence to the residence.

28. **Residency**

a) upon residency, structured living and house rules;

b) during residency, distinct gradual progression of increasing liberties and self-responsibilities spanning a period of up to three years;

c) length of residency is determined by the risk and needs of the individual offender.

29. **Programs and Services**

a) Individual plan of care jointly adopted and regularly monitored by the resident, the residence and the parole officer;

b) liaise with and provide information and support to the families of prospective or current residents upon the request of either party;

c) provision of or referral to treatment programs and other services required to meet special needs;

d) provision of life skills, including financial management and shopping for personal needs and groceries, and resumé-writing, and job search assistance and training;

e) access to literacy training (including computer literacy), and academic educational and/or vocational training as available in the community;

f) access to religious services in the community;

g) access to community volunteer workers in the residence;

h) community service and public education opportunities;

i) leisure and recreational activities and physical exercise facilities.

STANDARDS AND ACCOUNTABILITIES

30. Both the residential or other community resource and the Correctional Service of Canada agree to fulfil the standards in this document, the Community-based Residential Facility Standards and other usual contractual terms and conditions.

31. Correctional Service of Canada will provide a dedicated parole officer to the residential program.

32. A community admissions advisory committee must be established, to include the participation of the residence, the Correctional Service of Canada, police, victim and neighbourhood representation and, as needed, other community resources.

33. Personnel must be trained in the issues of long term incarceration, management of hostility, anger and violence, crisis prevention or intervention, use/abuse of power and control, role-modelling, and social learning theory.

34. Personnel support systems, including Employee Assistance Program and special traumatic incident stress management and support, must be in place.

35. A communications plan must be established, including community and media relations, and public education which includes the use of outside volunteers and the residents volunteering in community services and/or public education activities.

REVIEW AND EVALUATION

36. These standards and accountabilities are to be included in the regular contractual compliance reviews conducted by the Correctional Service of Canada, with input from the National Parole Board.

37. When the number of offenders having completed the residential programs and services becomes high enough to provide adequate data, a jointly-managed evaluation study by a recognized expert(s) will be conducted.

PART 1V - PUBLIC EDUCATION

OBJECTIVE

38. To achieve an informed corrections personnel and general public in the issues of lifers in the institutions and on parole in the community, with a view to providing information to sensitize them to the security and safety, needs, challenges and potentials of lifers and the services being provided to them. The expected result is increased institutional and community support of the Life Line Concept and services, and minimized negative reaction to sensational events.

CORE ACTIVITIES

39. These activities are undertaken by the Life Line principals in consultation and collaboration as feasible with the other two partners, the Correctional Service of Canada and the National Parole Board, a network established at the national, regional and local community levels.

40. **Local Community Level**

a) provide ongoing information and positive news to the neighbours and the community;

b) volunteer workers, including student placements, working in the programs;

c) residents and non-resident clients doing community service and volunteering in other community services;

d) using the resources of a pool of local supporters which includes the lifers themselves and victims, to undertake speaking engagements, including in the schools and at conferences and workshops;

e) meeting with students and others seeking more information on the issues;

f) providing media releases and other publicity;

g) providing written materials for distribution;

h) providing an audio-visual library for public consumption;

i) participating in research projects; networking with other community agencies and other related resources.

41. **Regional Level**

a) informing the inmate population, especially lifers and the lifers' groups, of all three Life Line components' services at the institutional, community and national levels;

b) using the resources of a regional pool of supporters which includes lifers themselves and victims, to undertake speaking engagements, including in the schools, to the United Ways and at conferences and workshops;

c) presenting the Life Line Concept and programs to staff training and development exercises in the Correctional Service of Canada, the National Parole Board and related service providers;

d) providing media releases and interviews;

e) providing presentations to official consultative exercises;

f) assisting the lifers' groups' community service projects, including fund-raising events;

g) participating in institutionally-based educational events, especially those sponsored by the lifers' groups;

h) participating in crime prevention projects, especially involving the young offender;

i) providing written materials for distribution;

j) providing an audio-visual library for public consumption;

k) participating in research projects;

l) networking with other related local and regional correctional and justice groups, and service providers and other resources.

42. **National Level**

a) liaising with the public education events of the regional and local levels;

b) publishing a quarterly Communiqué distributed to the appropriate National Parole Board, Correctional Service of Canada and Life Line representatives at all levels across the country;

c) undertaking speaking engagements, including to meetings of related national associations and organizations, using the resources of a national speakers' pool comprised of proponents and experts which include lifers and victims;

d) relating to the national media and their editorial boards in collaboration with the Correctional Service of Canada and National Parole Board partners, using the resources of the speakers' pool;

e) providing consultation to national justice and correctional public education strategists, legal/penal reform exercises and other program development task forces and committees, using the resources of the speakers' pool;

f) supporting positive related developments and achievements by the Ministry of the Solicitor General, especially by the National Parole Board and the Correctional Service of Canada, including making the resources of the speakers' pool available to the Commissioner of Corrections and the Chairman of National Parole Board and other senior officials in reporting to bodies such as the Standing Parliamentary Committee on Justice;

g) providing presentations to national and international conferences and symposia, using the speakers' pool;

h) networking with related national justice groups and service providers.

STANDARDS AND ACCOUNTABILITIES

43. Public Education policy and strategy are based within an overall Communications Plan at each level.

44. A tripartite Communications Plan is developed and implemented, in conformity with the following principles:

a) There must be a unique message and single spokesperson;

b) spokespersons must be responsive, forthcoming and spontaneously open;

c) There must be a well-prepared and approved concise message (which answers the 5 "W's") for major identified audiences;

d) Communications is both consultation and networking;

e) Special meetings with related media editorial boards and other related strategic groups should be held.

45. The local community initiatives must have the following in place:

a) Education of Agency's Membership, Board of Directors and

Committees;

b) Community Admissions Advisory Committee;

c) Collaboration with the local parole office.

46. The following activities must take place at the regional level:

a) Education of Sponsoring Organization's Membership, Board of Directors and Committees;

b) Collaboration with the Communications personnel of the Correctional Service of Canada and the National Parole Board.

47. The following activities must take place at the national level:

a) Education of National Resource Group's constituencies, in particular the Communications Branches of the Correctional Service of Canada and National Parole Board, as well as the Life Line principals;

b) Ongoing environmental scans as foundation for public education activities of the full related networks.

REVIEW AND EVALUATION

48. Annual compliance reviews by the related local level and regional Correctional Service of Canada contracting authorities, should be conducted, including input by the National Parole Board.

49. Annual self-evaluation is to be conducted by the Life Line National Resource Group in relation to the above standards and accountabilities.

50. Annual assessment of the local and regional compliance reports and the Life Line annual reports is to be conducted by the Life Line National Resource Group.

Previous | Top of page | Table of Contents | Next

| Executive Summary| Introduction | Terms of Reference and Approach |
| Profile of Long Term Offenders| Life Line Services |
| Meaningful Sentence Planning for Lifers and Long Term Offenders |
| Research on Successful Reintegration of Lifers and Long Term Offenders |
| Public Education Strategy| Other Matters |
| Appendix A - Model Scope of Work and Qualifications for In-Reach Workers |
| Appendix B - In-Reach Worker Orientation and Training |
| Appendix C - Standards and Guidelines |
| Appendix D - Task Force Terms of Reference |
| Appendix E - Profile of Long Term Offenders|

© Correctional Service of Canada This web page was last modified on: 1999.10.22

© Correctional Service Canada

Correctional Service Canada Service correctionnel Canada

Canada

Safety, Respect and Dignity for All

Appendix D - Task Force Terms Of Reference

The Corrections and Conditional Release Act

The Corrections and Conditional Release Act specifies the purpose of the federal correctional system as "to contribute to the maintenance of a just, peaceful and safe society by:

> - carrying out the sentences imposed by courts through the safe and humane custody and supervision of offenders; and
>
> - assisting the rehabilitation of offenders and their reintegration into the community as law-abiding citizens through the provision of programs in penitentiaries and in the community."

In the pursuit of the purpose, the Act provides a number of principles to guide the Service.

Included in the principles is principle (h) "that correctional policies, programs and practices respect gender, ethnic, cultural and linguistic differences and be responsive to the special needs of women and aboriginal peoples, as well as to the needs of other groups of offenders with special requirements."

The Miision of the Conditional Service of Canada

These (and virtually all other) aspects of the Service's legislative mandate are elaborated in the Mission document. As noted, therein

> "The Mission Statement, though very similar to the statement of purpose in the CCRA, adds two distinctive ideas. The first is captured in the forceful expression, `actively encouraging and assisting offenders to become law-abiding citizens' ...the second idea is that the Mission Statement expresses the dynamic nature of the relationship between assistance and control. We provide offenders with appropriate assistance, through planned programming and treatment to help them address their criminal behaviour ...Our aim is to assist to the extent possible and to control to the extent necessary."

Long Term Offenders

The Correctional Service of Canada recognizes that long term offenders display many of the characteristics of other offenders. At the same time, this is a group of offenders who by the very fact of their long sentences pose unique challenges and require specialized management.

In order to ensure that the Service meets its obligations to contribute to the protection of society through the appropriate management of these offenders, the Service, through the National Resource Group[3] and Life Line, has worked in partnership with the National Parole Board to provide, through the in-reach program, community resources, and public education, an opportunity to motivate offenders and to marshal resources to achieve successful, supervised, gradual integration into the community.

A number of objectives have been achieved and progress has been made.

The Service recognizes that as a result of their sentence length, this group of offenders will continue to grow. At the same time, some are beginning to arrive at the point in their sentences where some forms of conditional release are potentially available to them. The group of parole-eligible life sentenced offenders will also continue to grow.

Task Force Mandate

In order to ensure that the management of life sentenced offenders is the best it can be and to build upon the work of the National Resource Group and Life Line, a Task Force has been formed under the leadership of Ken Peterson, Warden Mission Institution.

The Task Force, based on, but not limited to, the ideas and experience with the Life Line Concept, will address the management and program needs of this group of offenders. It will recommend a national strategy involving CSC, NPB, Life Line and other partners, as appropriate, to ensure the highest level of public safety is achieved consistent with the CCRA, the Missions of the Correctional Service of Canada and the National Parole Board and the basic elements of the Life Line Concept.

The Task Force will:

1. provide a profile of long term offenders currently under the supervision of CSC;

2. describe current Life Line services available to offenders under federal jurisdiction, and

    a) assess the capability of expanding the services;

    b) identify prerequisites for successful service delivery including: definition of the scope of work, qualifications, remuneration, orientation, training and ongoing development and integration within current operational regimes, etc;

3. develop a set of minimum Standards and Guidelines for Life Line-type programs, and propose an approach to conducting a review and evaluation of all such programs against these Standards and Guidelines;

4. develop a potential role for long term offenders both in penitentiaries and in the community including but not limited to involvement in programs, training, employment and community service;

5. develop:

> proposed approach to the early completion of a short term research study to identify key elements which contribute to the successful reintegration of long term offenders, and
>
> a strategy to incorporate the results of this study into the overall approach to the management of this group of offenders;

6. estimate the type and amount of resources required to carry out its recommendations, with particular attention to points 2 and 3;

7. propose an approach to the development of a cooperative communications strategy to create a more accurate appreciation of the required elements of a successful reintegration process;

8. examine any other matters that the Task Force determines should be addressed in terms of the management of long term offenders in order to ensure the highest levels of public safety consistent with the CCRA and the Missions of the Correctional Service of Canada and National Parole Board.

Schedule and Arrangments

The Task Force will complete its work by December 31, 1997, and provide a report, in both official languages, for consideration by the Executive Committees of both CSC and NPB immediately following the completion date. There will be a meeting of the Steering Committee and the Task Force to report on progress, provide clarification and enhance understanding. This meeting is to be held midway through the study.

The Task Force will be led by Ken Peterson. Its members will include:

Linda McLaren, Correctional Programs, CSC,
Jim Murphy, Offender Reintegration, CSC
Simonne Ferguson, National Parole Board
René Durocher, In-Reach Worker, Stony Mountain
Yvon Lacombe, Quebec Region, CSC
Lou Drouillard, Community representative, Windsor

Should it be determined over the course of the Task Force work that additional expertise is required, it will be made available.

The Task Force will work under the full-time direction of Ken Peterson until all matters within its mandate have been addressed.

Oversight of the Task Force's work will be provided by a Steering Committee comprised of:

Ole Ingstrup, Commissioner, CSC
Lucie McClung, Senior Deputy Commissioner, CSC
Brendan Reynolds, Deputy Commissioner, Ontario Region, CSC
Willie Gibbs, Chairman, National Parole Board
Edward Graham, Executive Director, St. Leonard's House, Windsor
John Braithwaite, National Resource Group
Wilton Goodstriker, Aboriginal Advisory Committee
Nancy Stableforth, Deputy Commissioner for Women, CSC

Approved by:

Ole Ingstrup, Commissioner Correctional Service Canada	Willie Gibbs, Chairman National Parole Board	John Braithwaite National Resource Group

---

3 The National Resource Group is a consultative body with representatives from CSC, NPB, the research community, community-based organizations and successful lifers.

Previous Top of page Table of Contents Next

| Executive Summary| Introduction | Terms of Reference and Approach |
| Profile of Long Term Offenders| Life Line Services |
| Meaningful Sentence Planning for Lifers and Long Term Offenders |
| Research on Successful Reintegration of Lifers and Long Term Offenders |
| Public Education Strategy| Other Matters |
| Appendix A - Model Scope of Work and Qualifications for In-Reach Workers |
| Appendix B - In-Reach Worker Orientation and Training |
| Appendix C - Standards and Guidelines |
| Appendix D - Task Force Terms of Reference |
| Appendix E - Profile of Long Term Offenders|

© Correctional Service of Canada This web page was last modified on: 1999.10.22

© Correctional Service Canada

Correctional Service Canada Service correctionnel Canada

Canada

Safety, Respect and Dignity for All

home | what's new | news releases | speeches | search | contact us | site map | français

Previous | Table of Contents

Appendix E - Profile Of Long Term Offenders

Organization
Programs
Policy & Legislation
Public Education
Research
Publications
Partners
Career Information
International Forums
Links

Definitions:

Total Long Term Offenders: Includes all offenders serving life or indeterminate sentences plus those serving determinate aggregate sentences of ten (10) years or more

Life: Includes Life, Life Commuted, Life Minimum, Life Maximum

Indeterminate sentence: Includes Habitual Criminal, Dangerous Offender, Dangerous Sex Offender, Lieutenant Governor Warrant, Preventive Detention Order

Offender Current Status code in OMS was used to determine whether offender is in institution or community.

Deported offenders were eliminated from data reported.

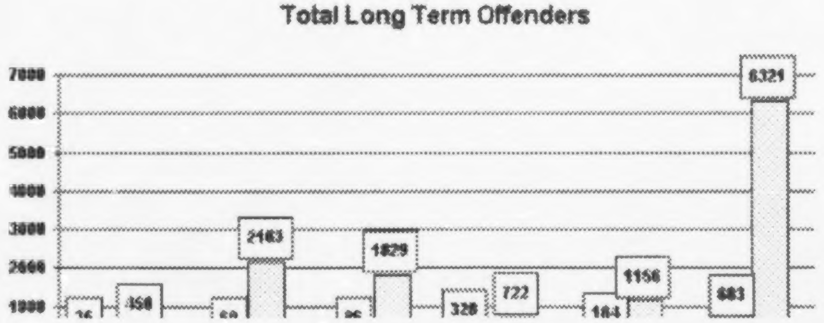
Community: Supervised, Parole Suspended, Parole Suspended Unlawfully-At-Large

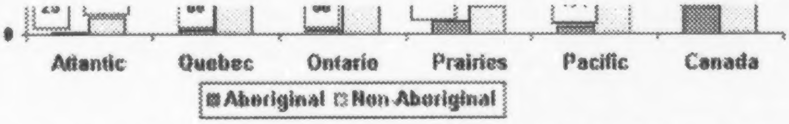
Institution: Incarcerated, Sentence Interrupted, Parole Revoked, Revoked Unlawfully-At-Large *, Bail*, Escape*

Security Classification: classification assigned to offender.

* These types of offender status were counted in institutional population, however, they together account for 120 offenders out of a total of 7,000 and do not influence the population breakdown.

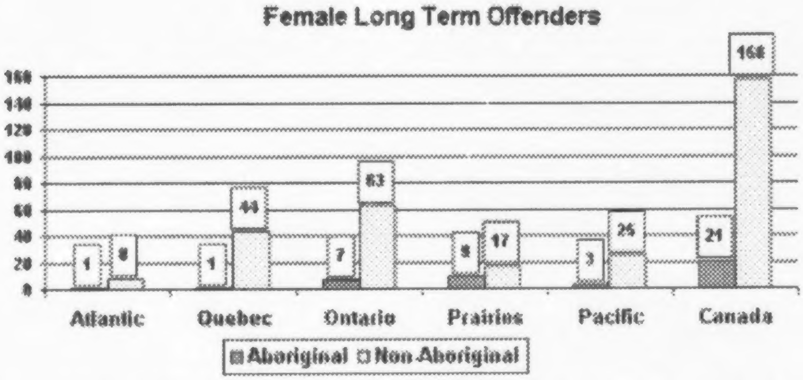
Chart 1





Note: Of the 7004 offender records, one was missing identification of the region.

Chart 2



Note: Of the 179 women, there is one for whom the identification of region is not given.

Chart 3

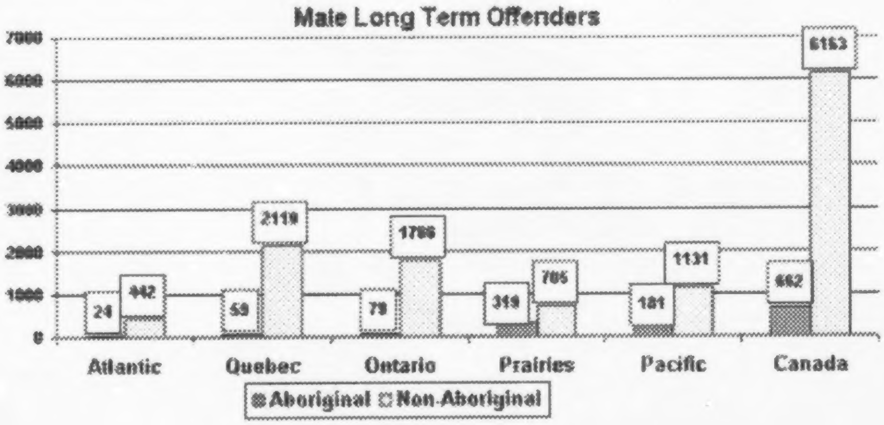
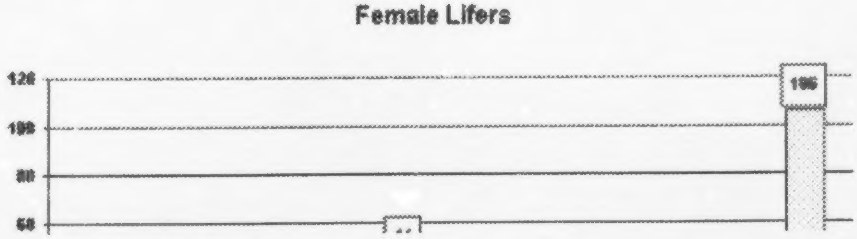
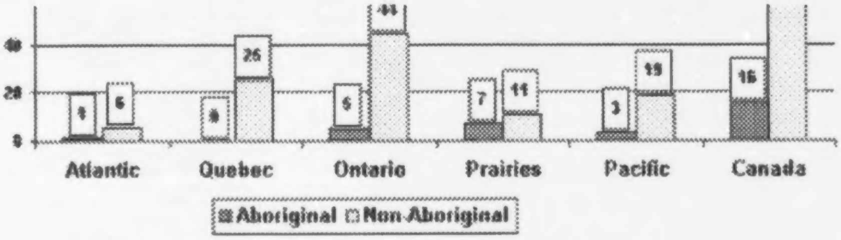


Chart 4





Note: Of the 122 offender records, one was missing identification of region.

Chart 5

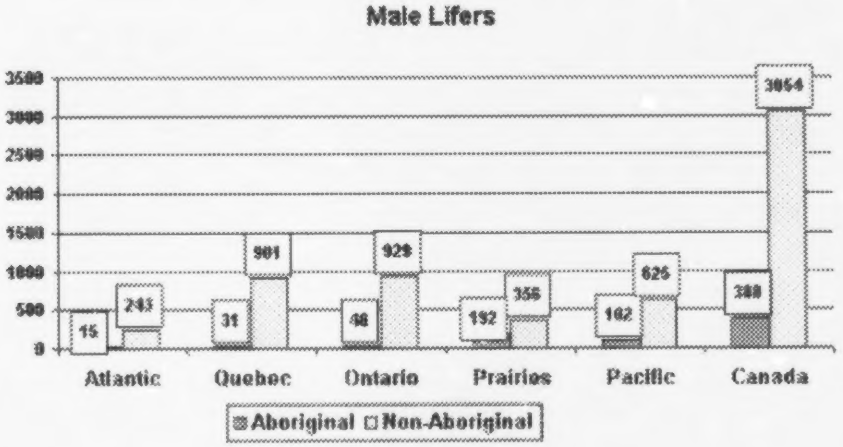


Chart 6

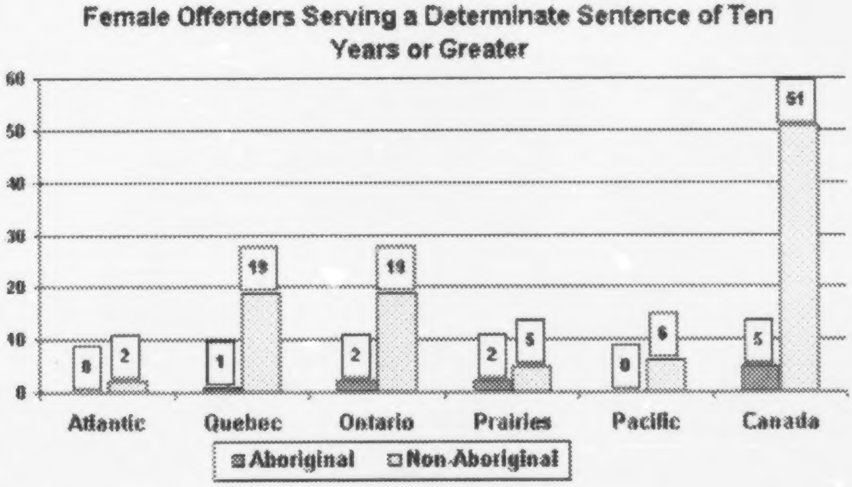


Chart 7

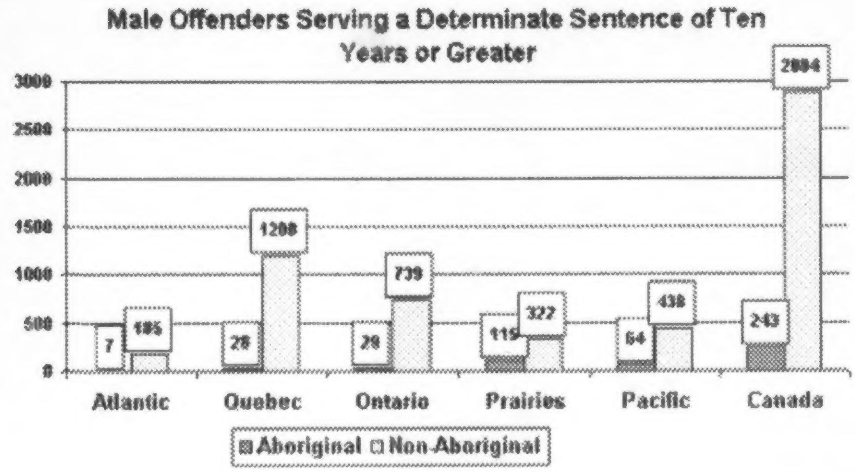
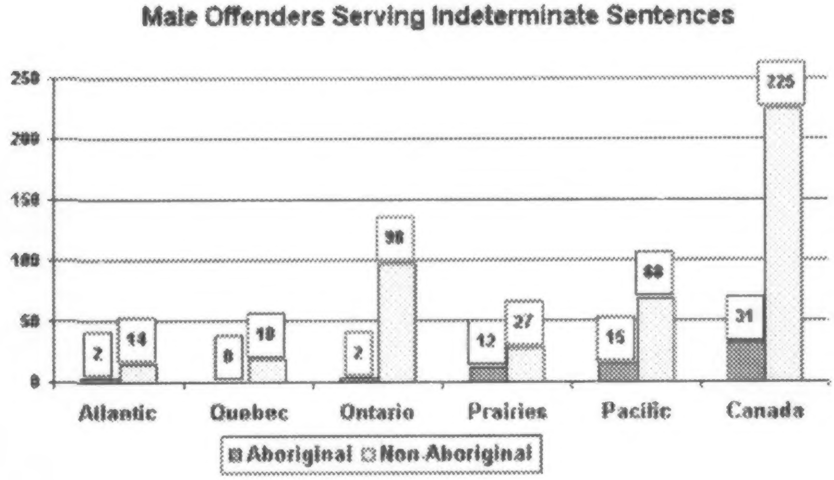
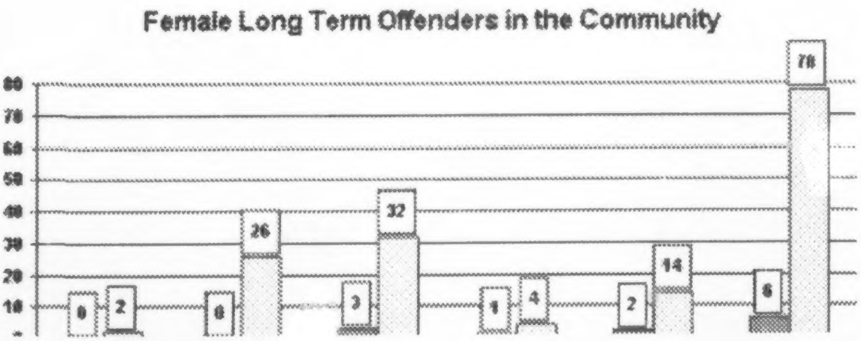


Chart 8



OFFENDERS IN THE COMMUNITY

Chart 9



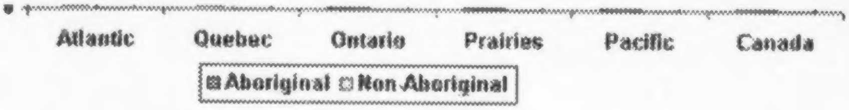


Chart 10

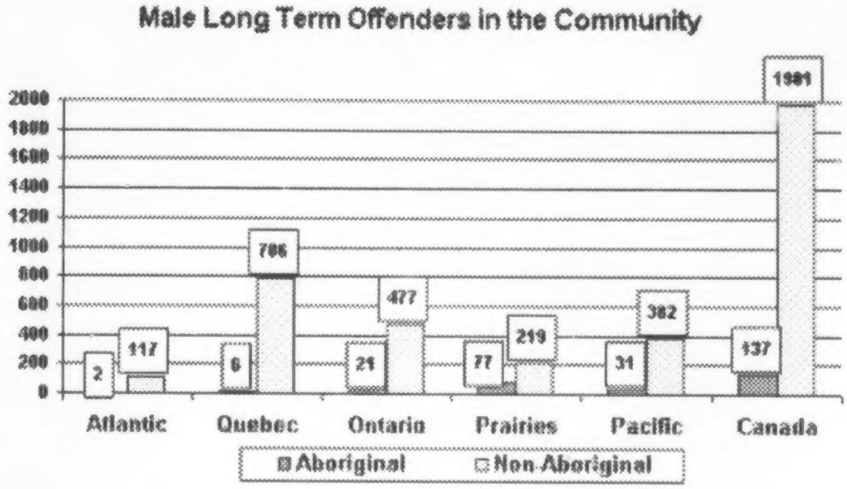


Chart 11

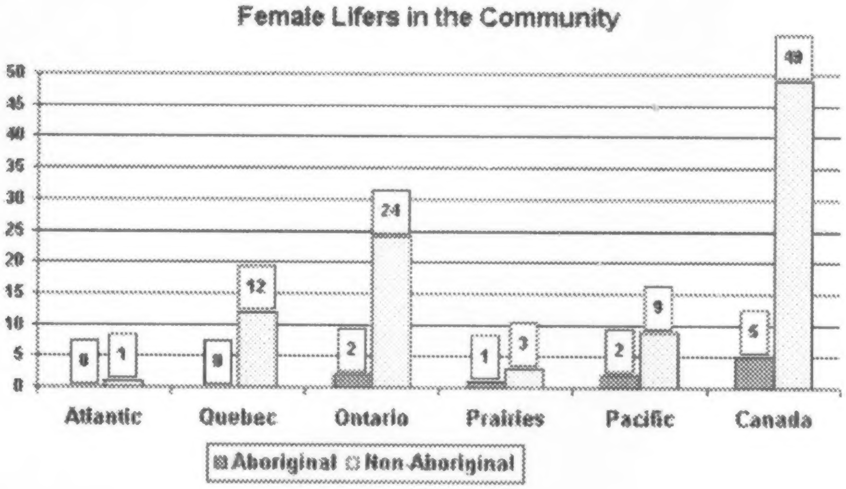
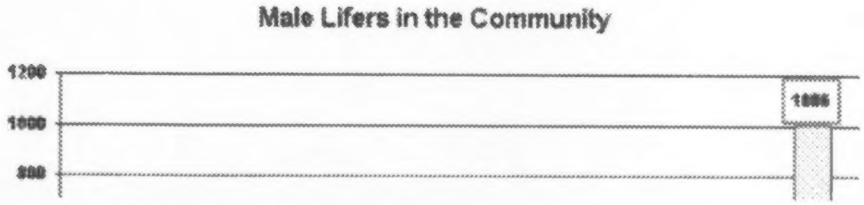


Chart 12



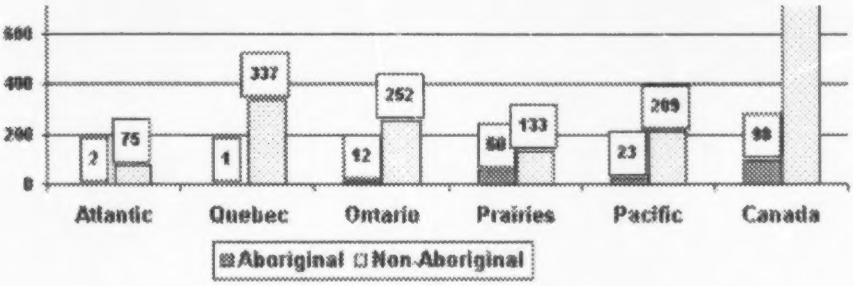


Chart 13

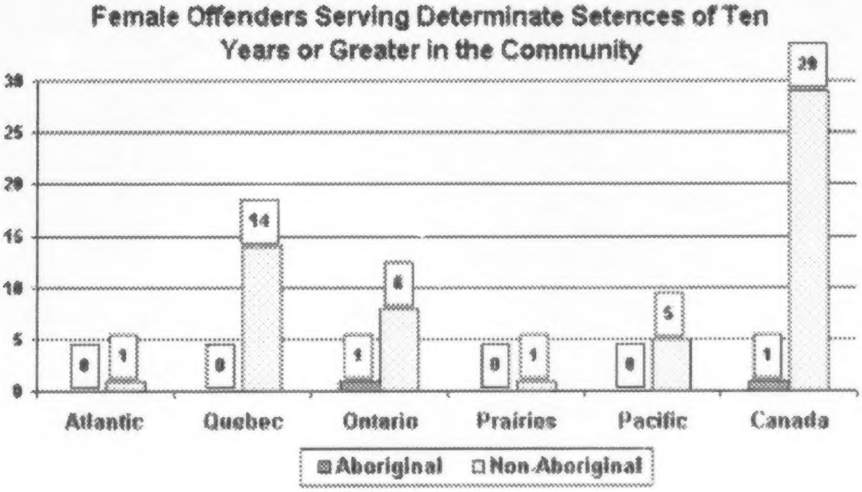


Chart 14

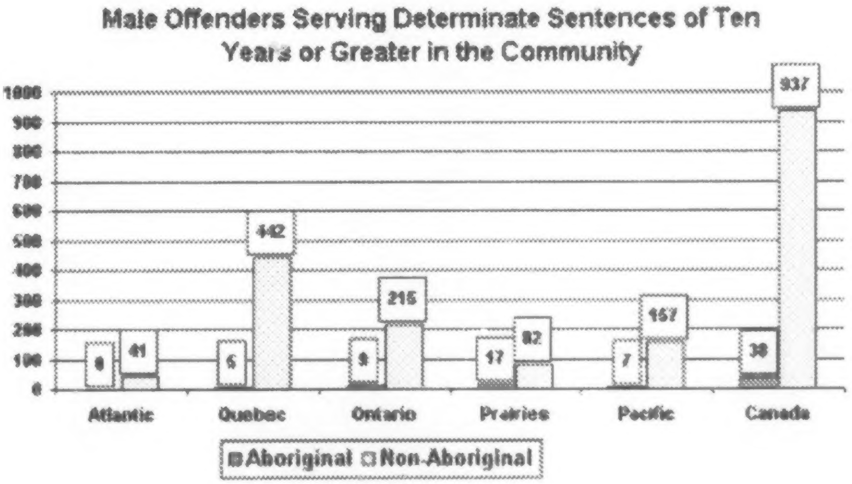
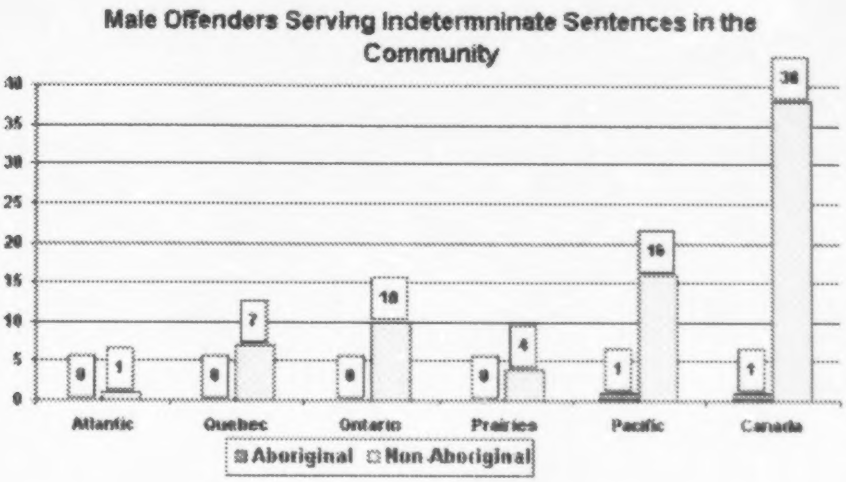
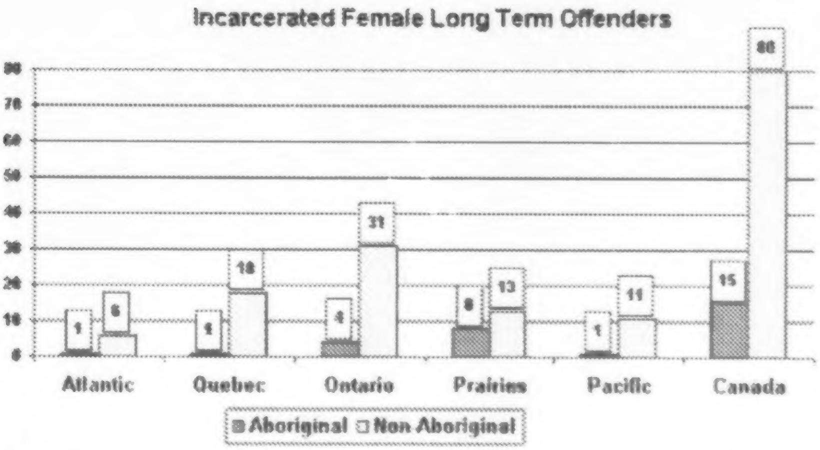


Chart 15



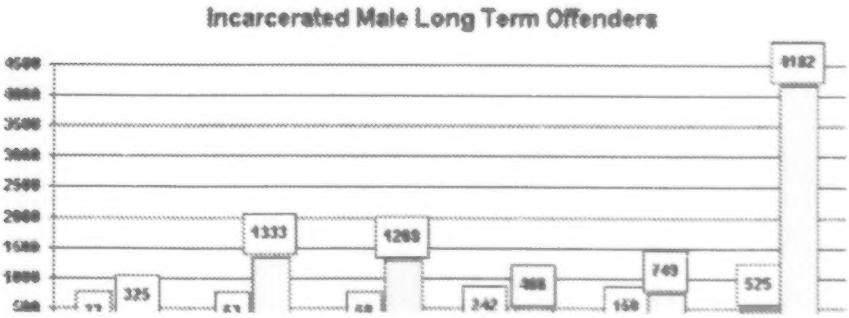
OFFENDERS IN INSTITUTIONS

Chart 16



Note: Of the 95 offender records, one (1) was missing identification of the region.

Chart 17



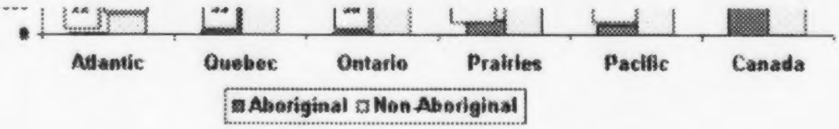
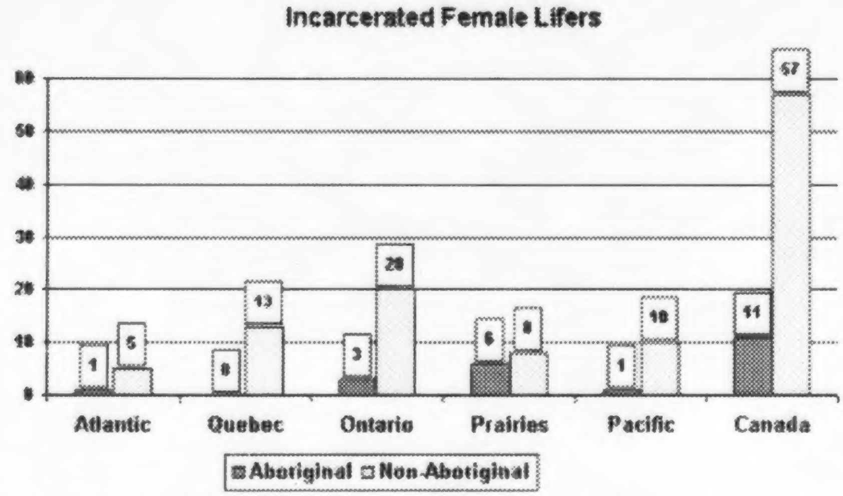


Chart 18



Note: Of the 68 offender records, one was missing indication of region.

Chart 19

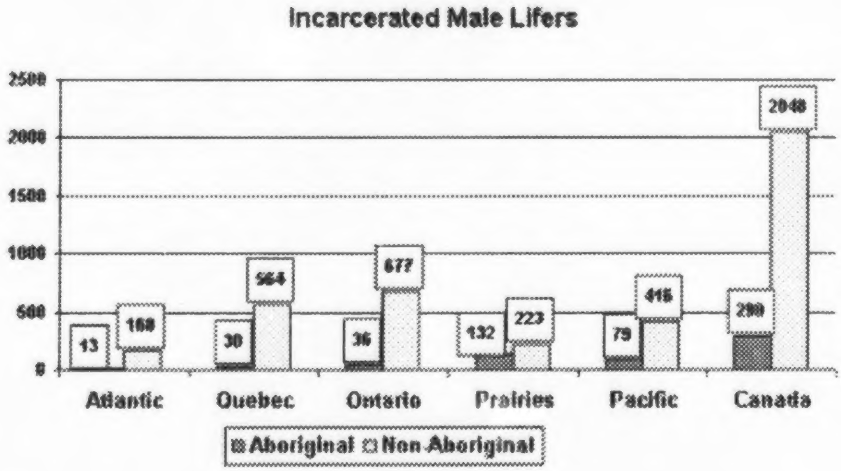


Chart 20

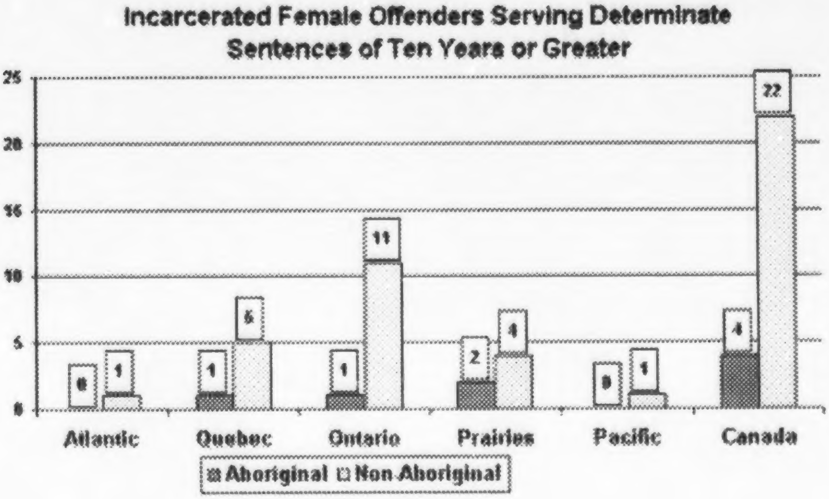


Chart 21

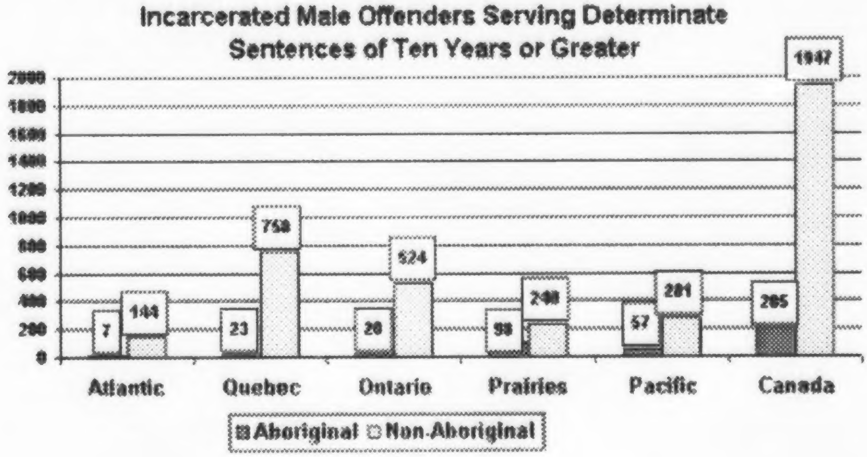
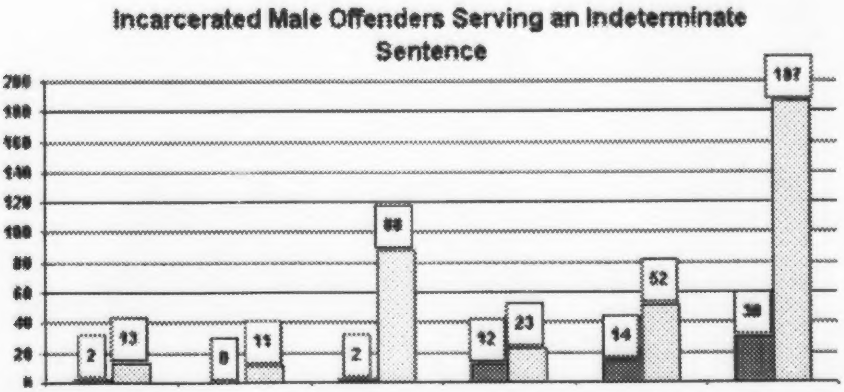
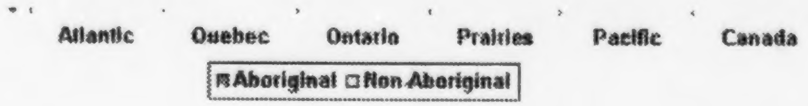


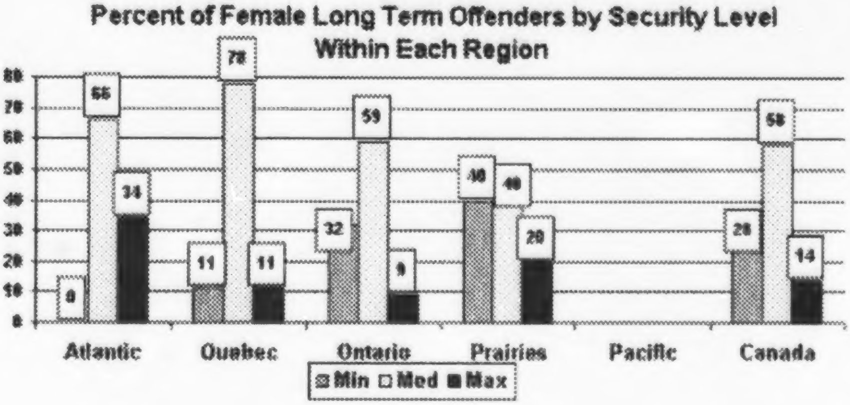
Chart 22





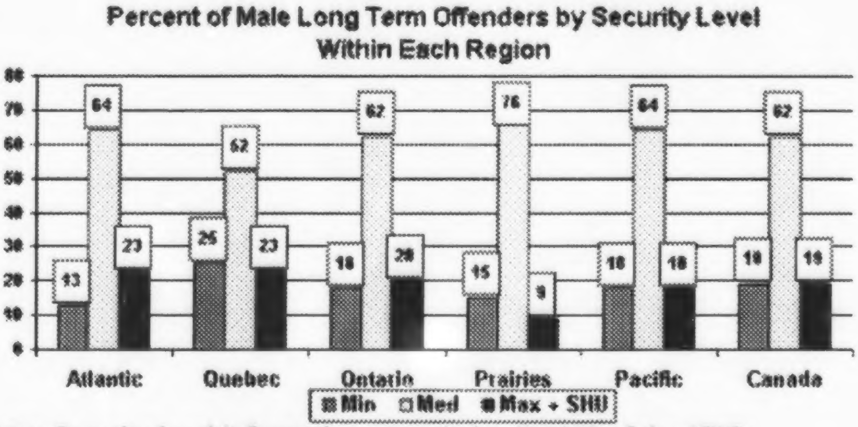
OFFENDERS IN INSTITUTIONS BY SECURITY LEVEL

Chart 23



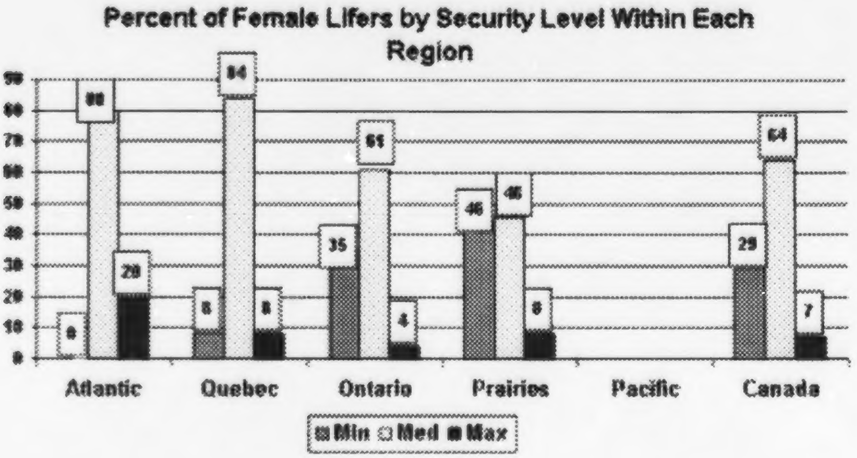
Note: Security level indication was missing for 15 offenders, 11 of whom are in Burnaby Correctional Centre for Women, which uses a different security classification system. Therefore, Pacific region will not be shown on any of the charts for security level for women.

Chart 24



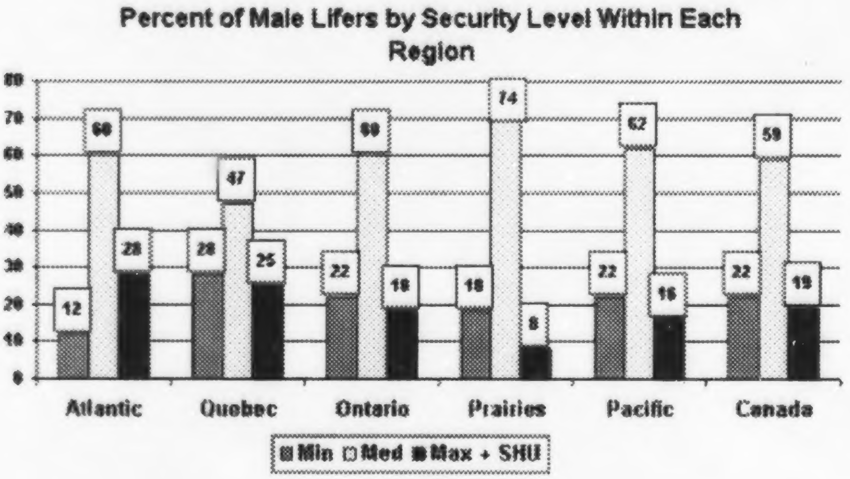
Note: Security level information was missing for 165 of the 4707 offenders.

Chart 25



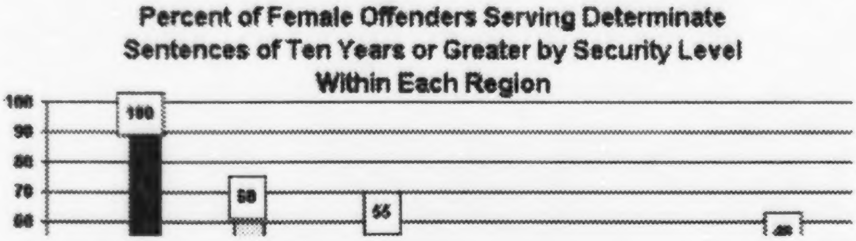
Note: Security level information was missing on 12 of 68 offenders, 10 of whom are in Burnaby Correctional Centre for Women.

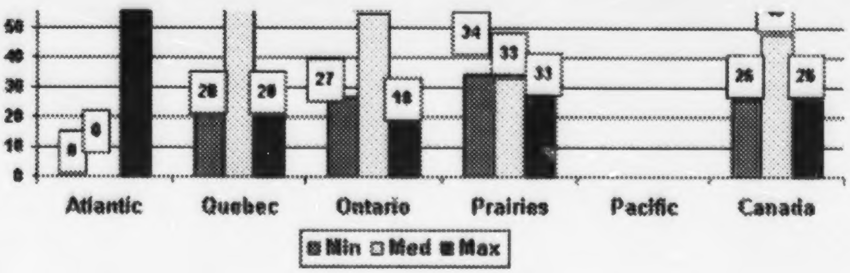
Chart 26



Note: Information on security level was missing for 51 of the 2338 male lifers incarcerated.

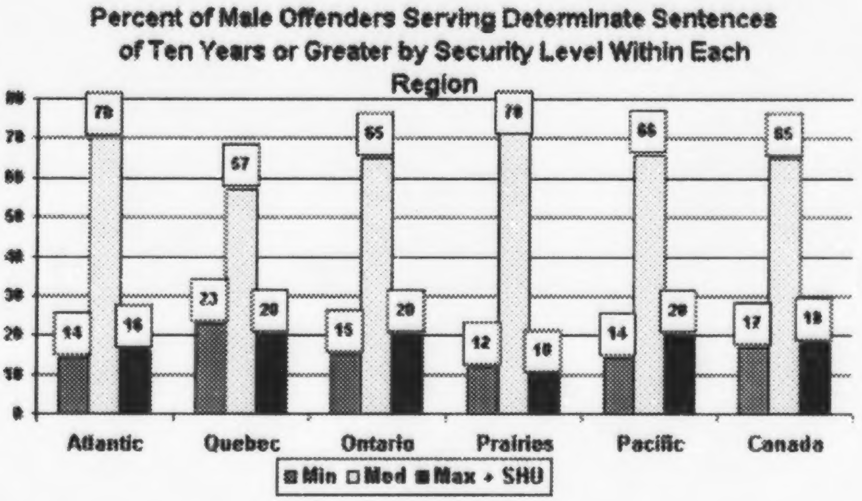
Chart 27





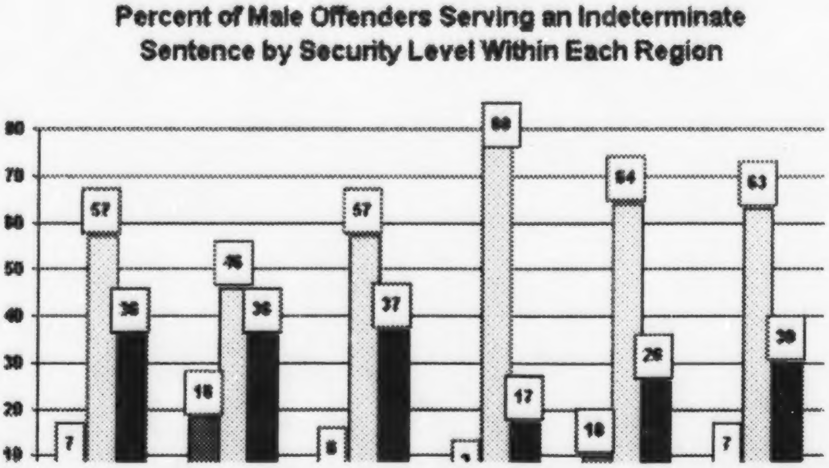
Note: Of the 26 offender records, three were missing security level information

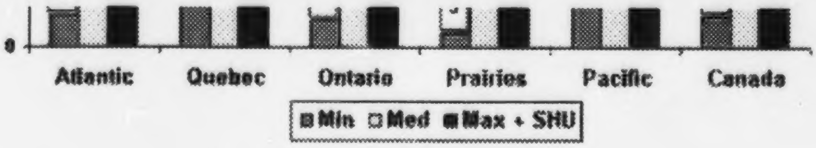
Chart 28


Percent of Male Offenders Serving Determinate Sentences of Ten Years or Greater by Security Level Within Each Region

Note: Information on security level was missing in 108 of the 2152 offender records.

Chart 29


Percent of Male Offenders Serving an Indeterminate Sentence by Security Level Within Each Region



Responses to Selected Questions in the 1995 Inmate Survey

	Lifers %	Non-lifers %
Provincial incarceration	59	70
Previous federal incarceration	43	53
In administrative segregation during current sentence	23	19
In disciplinary segregation during current sentence	28	22
In protective custody during current sentence	17	15
Disciplinary charge in last 6 months	18	21
Have filed a grievance	72	48
Have filed 10 or more grievances	22	9
Have complained to Correctional Investigator	53	34
Have received at least one visit at this institution	81	70
Have had a PFV at this institution	44	24
Used drugs at least once at this institution	42	38
Currently waiting for a program listed in correctional plan	65	63
There are enough programs at this institution to meet my needs	31	35
I participate in programs to get out of jail	75	76
Proportion of inmates who ever participated in one or more of a list of 14 programs	25	20
Proportion of inmates who found the programs they participated in to be good or excellent	69	63
Proportion of inmates whose longest wait ever for a program was more than one year	48	29
Proportion of inmates who felt that if more money were available to CSC, it should be spent on programs, not improved inmate accommodation	54	44
Proportion of inmates who felt that programs should be offered early in sentence, not just before release	76	80

Previous | Top of page | Table of Contents

| Executive Summary | Introduction | Terms of Reference and Approach |
| Profile of Long Term Offenders | Life Line Services |

| Meaningful Sentence Planning for Lifers and Long Term Offenders |
| Research on Successful Reintegration of Lifers and Long Term Offenders |
| Public Education Strategy| Other Matters |
| Appendix A - Model Scope of Work and Qualifications for In-Reach Workers |
| **Appendix B - In-Reach Worker Orientation and Training** |
| Appendix C - Standards and Guidelines |
| Appendix D - Task Force Terms of Reference |
| Appendix E - Profile of Long Term Offenders|

© Correctional Service of Canada This web page was last modified on: 1999.10.22

© Correctional Service Canada

Correctional Service Canada Service correctionnel Canada

Canada